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OFFICE CONSOLIDATION
June 2002

Cliff Bungalow
Area Redevelopment Plan

July 1993

Bylaw 2P93
Approved July 19, 1993

THE CITY OF CALGARY
LAND USE AND MOBILITY
PLANNING AND TRANSPORTATION POLICY

Office Consolidation

Note:
This office consolidation includes the following amendments:

Amendment	Bylaw	Description	Date
1	7P2002	Replace Figures 3 & 8 (Superseded by Bylaw 9P2002) & 9	2002 May 13
2	9P2002	Replace Figures 3 & 8 Add text to Section 3.2.3.7	2002 May 13

Amended portions of the text are printed in italics and the specific amending Bylaw is noted.

Persons making use of this consolidation are reminded that it has no legislative sanction, and that amendments have been embodied for ease of reference only. The official Bylaw and all amendments thereto are available from the City Clerk and should be consulted when interpreting and applying this Bylaw.

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INFORMATION CENTRE #8115
P.O. BOX 2100, STN "M"
CALGARY, ALBERTA
T2P 2M5

PHONE: (403) 268-5333 FAX: (403) 268-4615
WEB: www.gov.calgary.ab.ca/planning/land_use_planning/publications/

CLIFF BUNGALOW AREA REDEVELOPMENT PLAN
TABLE OF CONTENTS

103-05851/

		Page
Executive Summary		v
Preface		ix
1.0	**Study Boundaries**	1
2.0	**Goals**	5
3.0	**Land Use**	9
3.1	Residential Land Use	11
3.1.1	Objectives	11
3.1.2	Context	11
3.1.3	Policies	11
3.1.4	Implementation	13
3.1.5	Action Required	19
3.2	Office Conversions	20
3.2.1	Objectives	20
3.2.2	Context	20
3.2.3	Policies	20
3.2.4	Land Use District	21
3.2.5	Implementation	21
3.3	4 Street S.W. and 17 Avenue S.W. Commercial Land Use	22
3.3.1	Objectives	22
3.3.2	4 Street S.W.	23
3.3.3	17 Avenue S.W.	33
3.4	Institutional Uses	36
3.4.1	Objectives	36
3.4.2	Context	36
3.4.3	Policies	36
3.4.4	Implementation	36
3.5	Heritage Conservation	37
3.5.1	Objectives	37
3.5.2	Context	37
3.5.3	Policies	37
3.5.4	Implementation	37

Page

4.0 Open Space & Community Facilities 39

4.1 Objectives 41

4.2 Context 41

4.2.1 Policies: Improvements to Existing Parks/Open Space 41

4.3 Pedestrian & Bicycle Routes 43

4.3.1 Policies 43
4.3.1.1 East/West Park Links 43
4.3.1.2 The Elbow River Pathway 44
4.3.1.3 The "Escarpment" Trail 44

4.4 Public Planting 45
4.5 Public Art 45
4.6 Implementation 45

5.0 Transportation 47

5.1 Objectives 49

5.2 Roadway/Traffic 49

5.2.1 Context 49
5.2.2 Policies 52
5.2.3 Implementation 53

Page

5.3 Parking 54

5.3.1 Context 54
5.3.2 Policy 54
5.3.3 Implementation 54

5.4 Pedestrian/Bicycle Corridors 55

5.4.1 Context 55
5.4.2 Policy 56
5.4.3 Implementation 56

5.5 Laneways 57

5.5.1 Context 57
5.5.2 Policy 57
5.5.3 Implementation 57

5.6 Entranceways 58

5.6.1 Context 58
5.6.2 Policy 58
5.6.3 Implementation 58

Page

LIST OF FIGURES

1. Location Map xi
2. Study Area Boundaries Map 3
3. Land Use Policy Areas 13
4. Floodway/Floodplain Map 14
5. RM-2 and RM-3 Design Guidelines 15
6. RM-2 & RM-3 Building Height 17
7. RM-5 Design Guidelines 18
8. Sites Requiring Land Use Redesignations 19
9. 4 Street & 17 Avenue Commercial Land Use Map 22
10. Orientation of Commercial Development 26

Page

11. Commercial/Residential Interface 27
12. Commercial Building Form 28
13. Commercial Building Height 29
14. Open Space/Community Facilities Map 45
15. Existing Transportation System 53

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

On 1984 July 23, City Council adopted an Area Redevelopment Plan (ARP) for Cliff Bungalow (By-law 1P83). On 1990 June 20, Council approved a motion directing the Planning & Building Department to carry out a Five Year Review of the ARP. As a result of that review, a revised ARP is proposed herein. Due to extensive editorial and policy changes, the revised ARP is intended to replace the existing 1984 ARP, in its entirety. The revised plan was prepared in consultation with the Community Association, the 4 Street BRZ, interested property owners, and supplemented by open houses, meetings and questionnaires. Highlights of the Plan are as follows:

Residential

The principal residential objectives of the ARP are: to encourage a more balanced community which provides for a variety of housing types including more family oriented accommodation; and to protect and enhance the character of the community. In order to achieve a more appropriate balance between low and medium density housing and encourage more family oriented accommodation, the Plan proposes redesignation of a portion of the lands between 4 and 5 Street, from RM-5 to RM-3. In addition, architectural and design guidelines are included to encourage renovation and new development which are complementary to the history and character of the existing community.

Commercial

The commercial land use policies for 17 Avenue S.W. and 4 Street S.W. are intended to reinforce the pedestrian character of these streets by encouraging pedestrian shopping street elements. Desirable elements include: commercial/retail uses at-grade; clear glazing for store windows; direct at-grade access to individual shops; the use of arcades and canopies; and maximizing the sunlight levels falling on sidewalk areas and public open spaces.

In addition, the Plan encourages the orientation of commercial uses to 4 Street and not to the residential avenues, and lower profile commercial development along 4 Street adjacent to residential development. The further westward expansion of commercial development into the adjacent residential neighbourhood is strongly discouraged. To implement the Plan's policies, a portion of the lands west of 4 Street require redesignation from C-3(27) to C-3(16). A set of architectural and design guidelines are included to encourage renovation and new development which are compatible in scale and design with the adjacent residential development as well as sensitive to the pedestrian scale and character of 4 Street.

Office Conversions

The office conversion policy provides for the conversion of residential uses to office uses between 4 and 5 Streets. The intent of the policy is to confine the office use to the life of the building and ensure that any building renovation preserves the residential character of the building and the streetscape. An amendment by City Council to the Land Use By-law 2P80 would be required.

Community Open Space and Facilities

To ensure sufficient open space within the community, the ARP recommends that the City of Calgary acquire the Cliff Bungalow School site for open space, if the school is declared surplus. Improvements are proposed to encourage better utilization and access to existing open space and to preserve the escarpment and enhance existing vegetation. An overall linkage system is proposed which would identify and provide for some "key" east/west and north/south connections between open space components within the community and to adjacent communities (e.g., the "Lindsay Park Linear Park Link").

Transportation and Parking

Transportation issues, particularly those involving speed, safety, and access, continue to be of primary concern to community residents. Fourth, Fifth and Cliff Streets, Royal Avenue and 25 Avenue all carry significant volumes of through traffic. Pedestrian and bicycle crossing of major streets is difficult, particularly in an east/west direction. To address these concerns, the ARP policies recommend: an increase in the number and visibility of crosswalks, and the identification and development of a number of "key" east/west corridors in the community to allow for safe movement across 4 and 5 Streets where warranted.

Residential areas near 4 Street and 17 Avenue are affected by overspill parking from these adjacent commercial areas. As well, major institutions in the area contribute to the problem. Plan policies call for the development of a comprehensive parking policy for the community including a re-examination of the residential parking policy, the provision of additional metered parking along 4 Street and the residential avenues adjacent to lands which are commercially designated, and a cash-in-lieu of parking policy for 4 Street. A cash-in-lieu of parking policy for 17 Avenue was adopted by Council on 1989 June 19.

Public Improvements

Public improvements programs as proposed in the 1984 ARP for 17 Avenue S.W. and 4 Street S.W. have been completed.

PREFACE

PREFACE

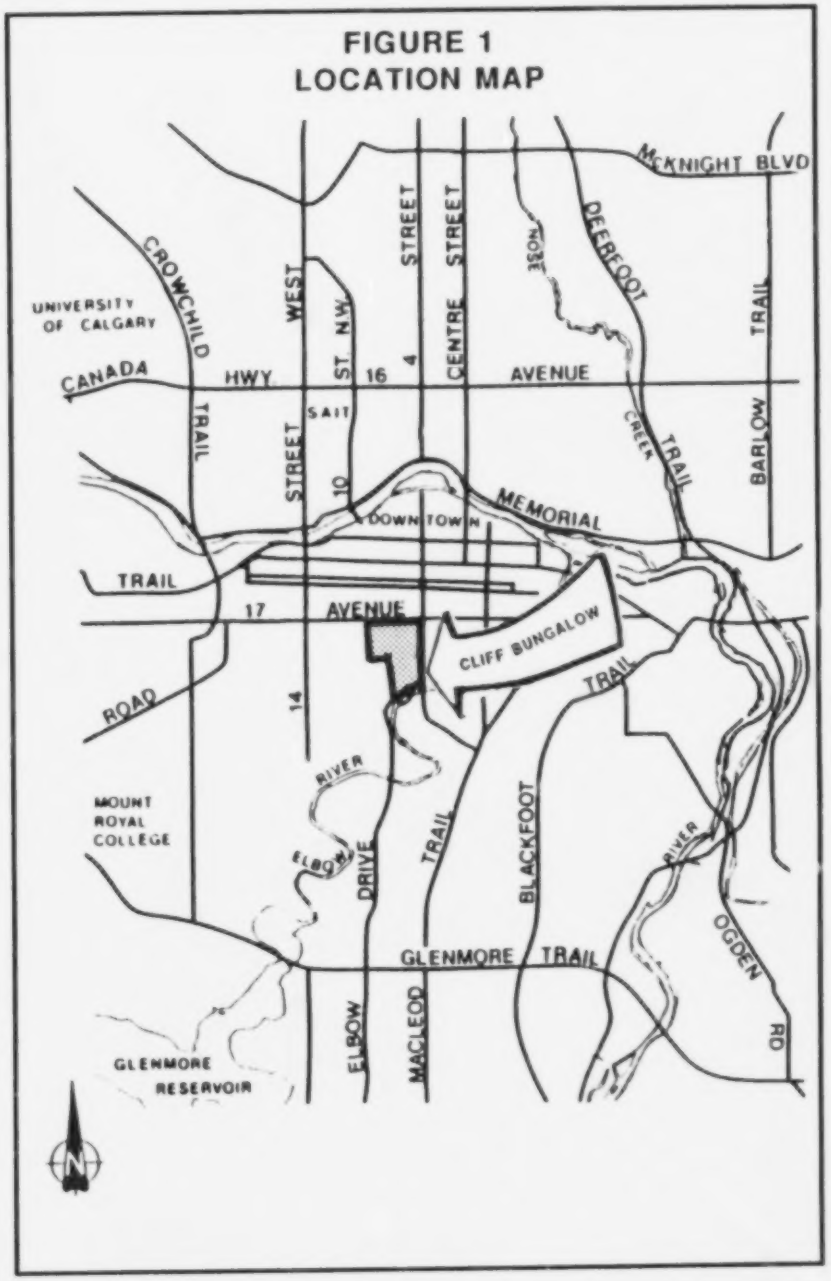
i. What is an Area Redevelopment Plan?

Area Redevelopment Plans (ARPs) are planning documents which set out comprehensive land use policies and other proposals that help guide the future of individual communities. An ARP supplements the Calgary Land Use By-law (2P80) by giving a local policy context and specific land use and development guidelines on which the Approving Authority can base its judgement when making planning decisions in the area. While the land use districts (zones) and their accompanying rules apply uniformly throughout the City, an ARP provides a community perspective to the land use districts within a community. An ARP also provides guidance for the City Administration in undertaking actions and programs relating to the community.

The expected planning horizon of the Cliff Bungalow ARP is 15 years. However, the planning period may vary in relation to the general trends within the City or to certain specific trends within Cliff Bungalow. It is, therefore, important that an evaluation of the effectiveness of the Plan in meeting its objectives be undertaken, when circumstances warrant.

At its meeting of 1990 June 20, City Council approved a motion directing the Planning & Building Department to carry out a Five Year Review of the Cliff Bungalow ARP, which was undertaken in consultation with the Community Association. A revised ARP, contained herein, is proposed to replace the 1984 Plan, approved by Council.

FIGURE 1
LOCATION MAP



ii. Format of the Area Redevelopment Plan

The Area Redevelopment Plan is made up of the white pages only. The white pages are adopted as a by-law by City Council. Any changes to the policies or substantive changes to the implementation actions included in the white pages require an amendment to the ARP with a public hearing and advertising as set out in the Planning Act. The blue pages contain the background, supporting information and appendices and have no legal status.

iii. Implementation

Principal public facilities and improvements proposed or recommended in the revised ARP are subject to Council's capital budget priorities and approval process.

1.0 STUDY BOUNDARIES

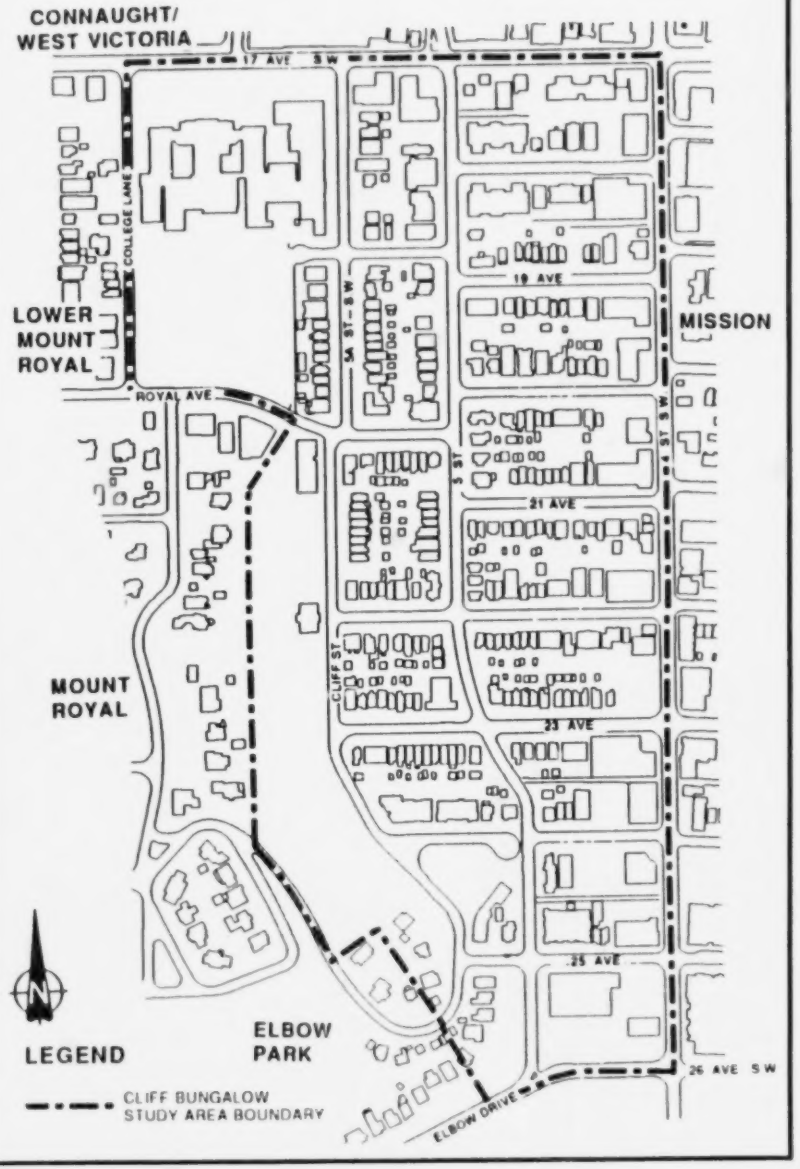
1.0 STUDY BOUNDARIES

The study boundaries of the Cliff Bungalow Area Redevelopment Plan are illustrated in Figure 2, and may be summarized as follows:

North:	17 Avenue S.W.
East:	4 Street S.W.
South:	Elbow River
West:	Generally, the top of the escarpment between Elbow Drive and Royal Avenue; and College Lane between Royal Avenue and 17 Avenue S.W.

The Area Redevelopment Plan covers a total of 25.3 net hectares (62.5 net acres).

FIGURE 2
STUDY AREA BOUNDARIES MAP



2.0 GOALS

2.0 GOALS

The goals of the Cliff Bungalow Area Redevelopment Plan are:

2.1 To establish a policy framework for managing growth and change within the overall context provided by the Calgary General Municipal Plan and the Inner City Plan.

2.2 To encourage a diversified demographic mix for the community, including special needs groups.

2.3 To encourage community stability.

2.4 To enhance the development of the community's physical environment which will enhance the health and quality of life for all residents.

2.5 To promote and enhance the historical character of the community.

2.6 To encourage all new residential and commercial development to be compatible with the historic architecture of Cliff Bungalow.

2.7 To enhance the quality and accessibility of the community's recreational amenities for all residents.

2.8 To review and improve where necessary, the community's transportation systems to ensure the safe and effective means of movement throughout the community.

2.9 To ensure that all public and private development is consistent with good ecological management and encourages year round use.

2.10 To ensure compatible and complementary planning and development strategies with adjacent communities and the natural environment, including the Elbow River.

2.11 To encourage a cooperative working environment between the Community Association and the public and private sectors in the future development of Cliff Bungalow.

3.0 LAND USE

3.0 LAND USE

3.1 Residential Land Use

3.1.1 Objectives

3.1.1.1 To preserve and enhance the established low to medium density character.

3.1.1.2 To achieve a more balanced community, providing for a variety of housing types, suitable for singles, seniors, and families.

3.1.1.3 To ensure that housing, both new and redeveloped, is architecturally compatible with the existing residential character of the community.

3.1.1.4 To preserve historically significant residences.

3.1.2 Context

Cliff Bungalow is an inner city community with a mix of single family residences, duplexes, apartments and institutional uses. Most of the early development occurred prior to 1920 on lots typically 7.5 m by 39.6 m (25 x 120 ft.) in a standard grid subdivision layout. The one and a half to two storey houses are characterized by pitched roofs, verandas, and unique architectural details. The tree lined streets are attractive and many houses have recently been renovated.

Apartment construction commenced in the 1930's and occurred mainly in the northern portion of the community between 4 and 5 Streets. This combination of home ownership and apartment rental provides accommodation for a wide range of housing needs.

While some redevelopment has occurred in the community in recent years, activity has focused primarily on the renovation of the existing low density housing stock. The community has expressed a desire to see this trend continue and have strong concerns that the character of the community be protected and enhanced, where possible. There is a desire to encourage a type of redevelopment more attractive to families, while still allowing an increase in population density and accommodation of singles, empty nesters, and seniors.

3.1.3 Policies

The land use policies provide for a variety of housing types for single adults, childless couples, seniors, and families. Four residential land use policy areas are proposed and illustrated on Figure 3.

3.1.3.1 Residential Single Detached (R-1)

This policy allows the existing character of single family detached housing to remain unchanged.

3.1.3.2 Conservation and Infill (RM-2)

The conservation and infill policy for the lands west of 5 Street provides for a stable family-oriented residential area by retaining the existing structures, yet permitting infill redevelopment. This area would retain the existing residential character of Cliff Bungalow, which is comprised of older two and three storey houses with some apartments. It would also allow small-scale redevelopment projects which would be sensitive to the scale and character of the older houses.

The character of Cliff Bungalow is determined by these older houses and the architectural details and finishing materials which are common to the area. These details include pitched roofs, porches, gables, and other architectural details and finishing materials, such as narrow lap siding, standard brick and cedar shakes.

3.1.3.3 Medium Low Density Infill (RM-3)

The medium low density infill residential policy for the lands east of 5 Street provides for a transition area between the conservation and infill district to the west of 5 Street, the areas of substantive apartment development on the northern and southern edges of the community, and the commercial development on the west side of 4 Street. This area would provide for family-oriented accommodation by allowing: the retention of existing single family structures; conversions to two family structures; and infill redevelopment in the form of townhouses and stacked townhouses. This district provides for a housing form suitable for family living as well as the opportunity for new development at a higher density than the conservation and infill district but at a scale and form complementary to the existing character of the community. In addition, there is flexibility for both rental and ownership development within this area.

3.1.3.4 Medium Density Development (RM-5)

The medium density residential policy provides for apartment development in the range of four storeys. Redevelopment under the RM-5 District could include townhousing and apartments and would allow for the provision of rental accommodation, typically attractive to singles and seniors. The design of new developments should reflect the character of the original community.

3.1.4 Implementation

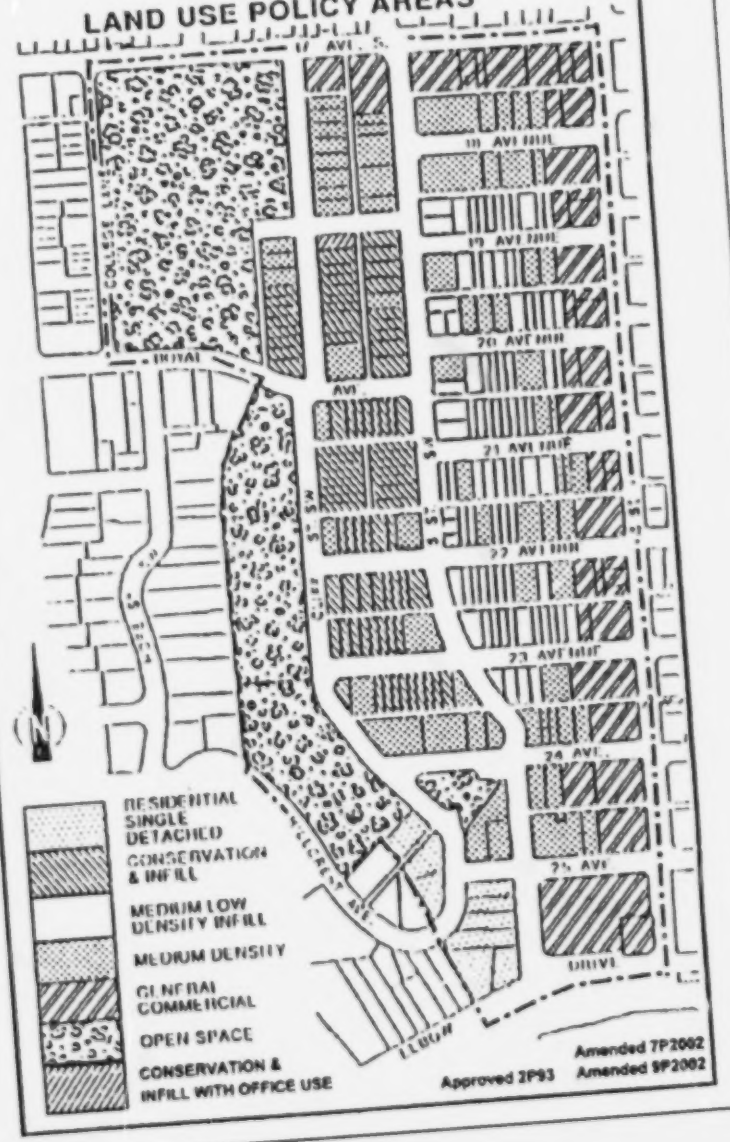
To reflect the intent of the residential land use policies, the following guidelines are to be considered by the Approving Authority in reviewing development applications. These guidelines are intended to encourage new developments which are sensitive to the existing scale and character of the community.

3.1.4.1 Residential Land Use Districts

The land use districts which best reflect the intent of the residential land use policies are as follows:

RESIDENTIAL LAND USE POLICY	LAND USE DISTRICT
Residential Single Detached	R-1 Residential Single-Detached
Conservation and Infill	RM-2 Residential Low Density Multi-Dwelling
Medium Low Density Infill	RM-3 Residential Medium Density Multi-Dwelling
Medium Density Redevelopment	RM-5 Residential Medium Density Multi-Dwelling

FIGURE 3
LAND USE POLICY AREAS



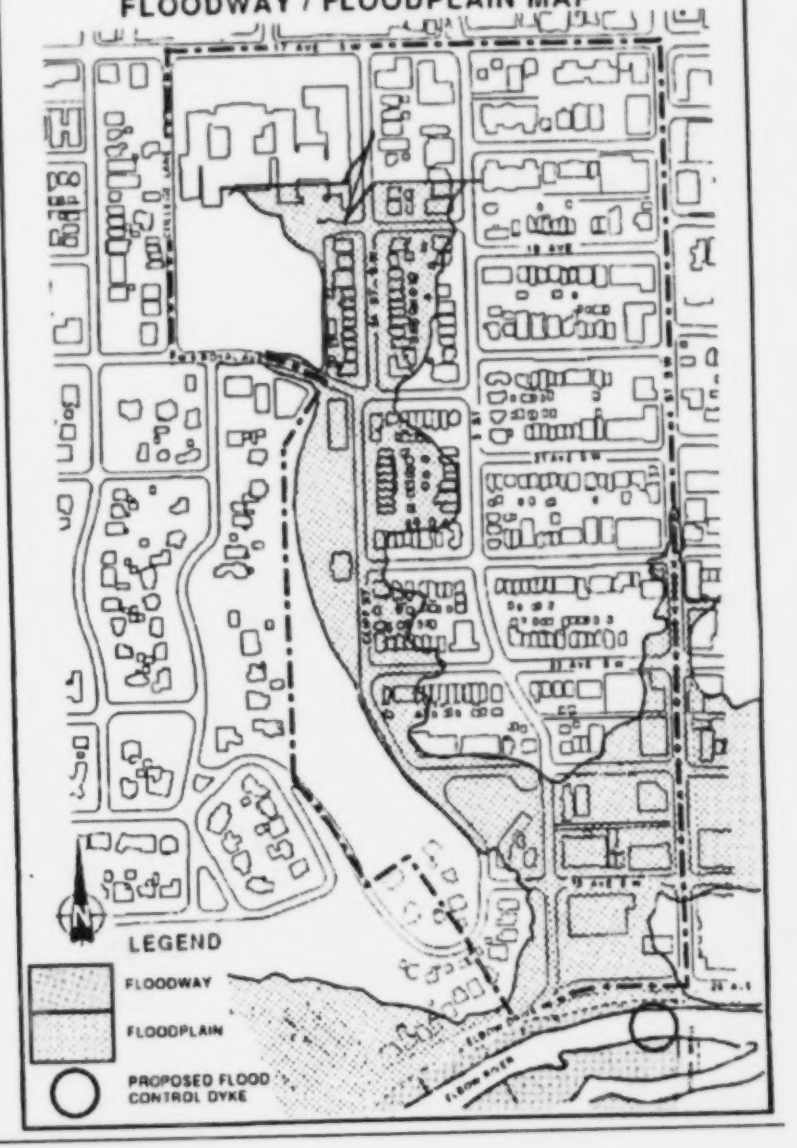
3.1.4.2 Development in the Floodway/Floodplain Area

The provisions of the Land Use By-law with respect to Floodway and Floodplain Special Regulations are to be adhered to for any new development or redevelopment in the areas as shown on Figure 4.

The recommendations contained in the Elbow River Floodplain Management Study include further investigation of a flood control dyke west of 4 Street and adjacent to the Elbow River. The Engineering and Environmental Services Department should consult with the community regarding the future location and design of the dyke and proceed with implementation as budget constraints permit. By-law amendments to the Floodway and Floodplain regulations as a result of the dyke construction must also be addressed.

FIGURE 4

FLOODWAY / FLOODPLAIN MAP



3.1.4.3 Architectural and Design Guidelines for Conservation and Medium Low Density Infill Development (RM-2 and RM-3).

Compatibility

- New development should be designed to be unobtrusive and to blend with the scale and form of existing and adjacent homes.
- Larger multi-family residential projects should be designed to resemble a series of smaller projects through sensitive massing, variation of the facade, roof slopes, window treatment and other architectural details.

Family Orientation

- In new multi-family residential developments, a minimum of 50 percent of the total number of dwelling units should contain two or more bedrooms, and these same units should have direct access to at-grade amenity space.

FIGURE 5 RM-2 AND RM-3 DESIGN GUIDELINES

Privacy

- New residential developments should be sensitive to the location of windows and outdoor amenity spaces of adjacent properties, by staggering the location of windows on side walls.

- The primary entry to any dwelling unit should be oriented towards the front of the property. Side entries are discouraged as primary entries.

- To prevent overlooking and overshadowing of adjacent yards, the height of any raised deck(s) which extends past the rear of a neighbouring structure, should not exceed 0.9 m (3 feet) above grade. Second storey balconies should be located on the rear or front of the dwelling only and designed to prevent overlooking into adjacent yards (e.g., recessed balconies).

Historical Style

- The redevelopment of existing dwellings as well as new development shall respect the historical style of homes in Cliff Bungalow and incorporate elements of the original building styles common to the community. This includes:

  - two or two and a half storey homes (circa WWI "bungalow" style);
  - sloped rooflines;
  - a high degree of door and window detail;
  - front verandas;
  - finishing materials, such as standard brick and narrow lap siding.

Roof Form

- Roof pitches should be similar to those of adjacent houses.

- Low pitched roofs (less than 4:12) and shed or flat roofs are discouraged.

Materials and Finishes

- The use of narrow lap siding, standard brick, and the use of wall shingles as accents is encouraged.

- The use of wide lap or vertical siding is discouraged.

- For roofing, the use of cedar shakes and asphalt shingles is appropriate. Metal roofing is discouraged.

Front Yards

- New development or additions to existing development should be consistent with the existing front yard setback and treatment common to the street.

- Front yards should be defined along the side property line by a hedge or a fence, where similar conditions exist on the majority of nearby properties. Existing mature vegetation should be retained, wherever possible. Tree planting should respect and reinforce the street's traditional major tree type and spacing.

- No front driveways or garages should be permitted to interrupt the continuity of the sidewalk or boulevard, except where there is no lane access.

- Front yards should be used as landscaped areas and not as parking or passenger drop-off areas.

Rear Yards and Private Amenity Space

- To enhance the use of the rear yard as a private amenity space, garages on small lots should be located within the rear 9.0 metre of the yard to prevent tandem parking on long driveways.

- Private outdoor amenity space should be located in the rear yard where possible. Where this is not possible, such spaces should be screened from public view through the use of landscaping and/or fencing which is compatible with the neighbourhood style.

Corner Lots

- The design of any development on a corner site should reflect its dual frontage (through window treatment, building projections, and roof forms facing both flanking roadway and the frontage roadway).

Building Height

- A loft can be used for habitable living space provided that it is incorporated within the existing roof form and does not unduly overshadow adjacent properties.

FIGURE 6
RM-2 AND RM-3 BUILDING HEIGHT

3.1.4.4 Architectural and Design Guidelines for Medium Density Developments (RM-5)

- New medium density developments should be designed in a manner which is consistent and compatible with the character and scale of the adjoining RM-2 and RM-3 areas.
- A well articulated building facade with architectural details, sloped roofs, at grade entries, lane access parking and finishing materials which complement the surrounding low density residential character of the area is encouraged.
- A loft can be used for habitable living space provided that it is incorporated within the existing roof form, and does not unduly overshadow adjacent properties.
- To minimize the impact on an adjacent RM-2 or RM-3 residential development, a RM-5 development is encouraged to lower the permitted eaveline height on that side of the development which abuts the lower density residential development.

FIGURE 7 RM-5 DESIGN GUIDELINES

3.1.4.5 Parking

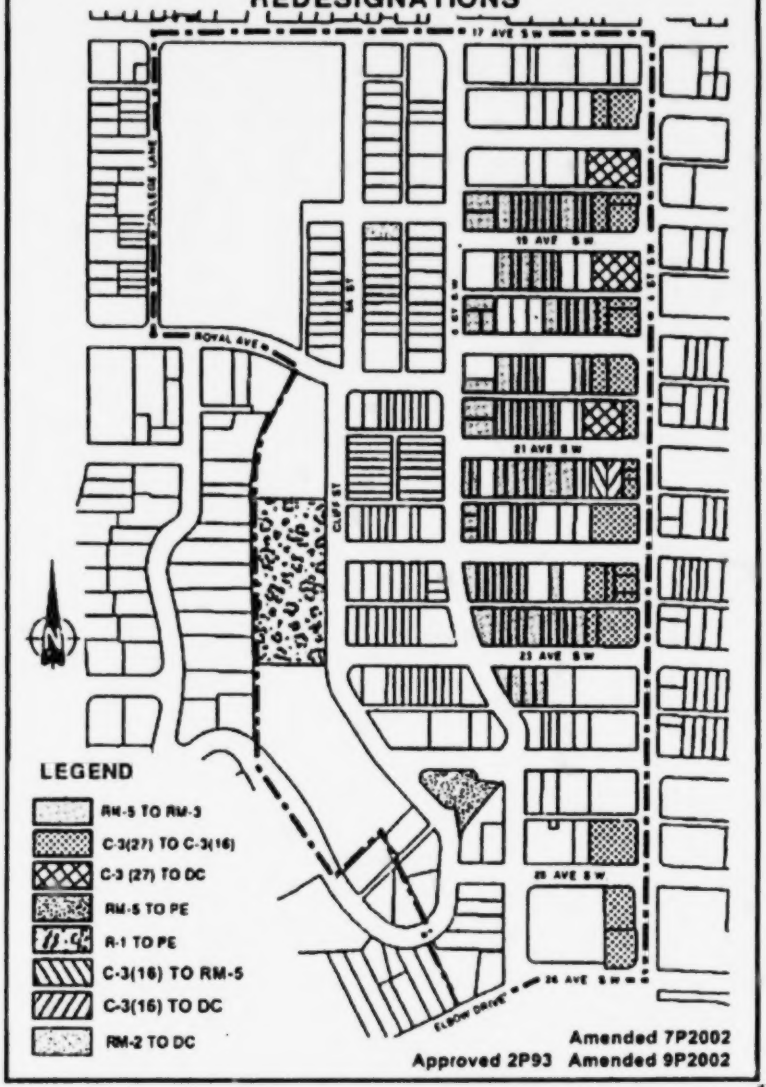
- To discourage additional on-street parking congestion and to facilitate parking for visitors.
  - .3 visitor parking spaces per dwelling unit, which represents double the Land Use By-law standard of .15, should be provided in all residential development; and
  - the location of visitor parking should be clearly identifiable from the street (e.g., signed, visible from the street), and be easily accessed.
- To minimize the impact of large parking areas on adjacent lower density residential development, parking should be located underground where possible, or surface parking areas should be screened by the use of landscaping and/or fencing.
- To minimize disruption to pedestrians, the streetscape, and vehicular traffic, parking must be accessed from a lane, wherever possible.

3.1.5 Action Required

To implement the residential policy, the following action is required (See Figure 8):

Existing Designation	Land Use Policy	Proposed Designation/ Implementation
RM-5	Medium Density Redev.	Lands not presently developed as apartments to be designated RM-3 in keeping with the medium/ low density infill policy area.

FIGURE 8
SITES REQUIRING LAND USE REDESIGNATIONS



Amended 7P2002
Approved 2P93 Amended 9P2002

3.2 Office Conversions

3.2.1 Objectives

3.2.1.1 To extend the life of larger houses that lend character to the community.

3.2.1.2 To provide land use flexibility for parcels which are "locked-in" by existing townhouse/apartment developments.

3.2.2 Context

The area between 4 and 5 Streets has locational advantages within the inner city. It is close to the major commercial streets of 17 Avenue S.W. and 4 Street S.W. and large, older houses make it a suitable area for office conversions. In some cases, houses on small sites are adjacent to apartment buildings and the potential for redevelopment is low. Office conversions provide a land use option for "locked-in" parcels, and assist in maintaining the existing homes which characterize the area.

The intent of the office conversion policy is not to preclude home occupations. Home occupations may be permitted subject to the provisions of Section 20(11) of the Land Use By-law.

3.2.3 Policies

Conversions to office uses may be allowed within the RM-3 Land Use District if the following criteria are met:

3.2.3.1 A proposed conversion should not result in an undue concentration of office uses, i.e., more than two per block thus altering the appearances of the residential character of a street.

3.2.3.2 The proposed office use must not generate traffic or parking in excess of what is typical of the surrounding residential area. Therefore, high traffic generators, such as medical and dental offices should not be allowed.

3.2.3.3 The building must be converted so as to be compatible with and enhance the character of the Cliff Bungalow residential environment.

3.2.3.4 Residential suites would be permitted in a converted building.

3.2.3.5 Parking must be provided on-site, in accordance with the requirements of the Land Use By-law 2P80. However, tandem parking may, in some instances, be considered appropriate by the Approving Authority.

3.2.3.6 Building conversion would only be allowed where the RM-3 parcel frontage is 50.0 feet or less and is "locked in" by existing higher density residential development, on either side, which is not likely to redevelop in the near future.

3.2.3.7 Notwithstanding the above policies an office conversion is allowed at 1902 - 5A St SW.
Bylaw 9P2002

3.2.4 Land Use District

Those office conversions that do not meet the criteria outlined below will require an amendment to the ARP. An amendment to the Land Use By-law 2P80 will be required for all office conversions. This amendment should take the form of a Direct Control (DC) redesignation, which adds the office use to the existing RM-3 district. This DC designation will be confined to the life of the existing building as of the date of the passage of the amending by-law, and will be considered an interim use. If the building is destroyed or demolished the land will retain the guidelines of the RM-3 residential district.

3.2.5 Implementation

The following guidelines are to be considered by the Approving Authority in reviewing development applications for office conversions.

3.2.5.1 Parking

- Parking should not be permitted in the front yard.
- All surface parking areas should be screened from view, at grade, through the use of landscaping and/or fencing. Such screening should be designed to provide for safety and security (i.e., principles of defensible space).

3.2.5.2 Landscaping

Existing front yard landscaping such as grass, trees and shrubs should be retained or replaced, to preserve the residential character of the street. Existing landscaping should be supplemented by additional trees and shrubs, where necessary.

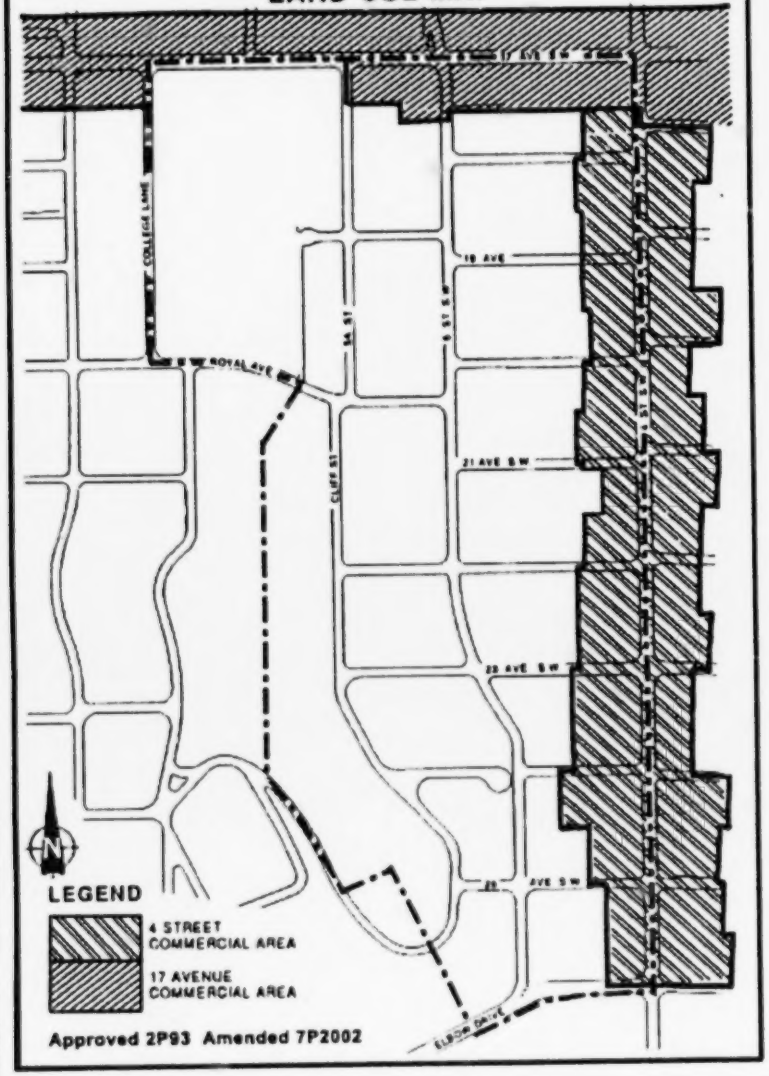
3.2.5.3 Signage

The location, size, materials, and quality of signage should be unobstructive and not detract from the overall residential character of the street. External or internal illumination is not permitted.

3.2.5.4 Building Form

Building renovations must be in a style which enhances the original character of the house.

FIGURE 9
4 STREET & 17 AVENUE COMMERCIAL LAND USE MAP



3.3 4 Street S.W. and 17 Avenue S.W. Commercial Land Use

3.3.1 Objectives

3.3.1.1 To emphasize the pedestrian shopping street characters of 17 Avenue and 4 Street.

3.3.1.2 To encourage commercial land uses on the ground floor of buildings that complement the pedestrian-oriented character of 4 Street and 17 Avenue.

3.3.1.3 To provide a low building profile adjacent to 4 Street and 17 Avenue which respects the pedestrian scale and maximizes sunlight levels falling on sidewalk areas and public open spaces.

3.3.1.4 To limit the extent and role of commercial development to that which relates well to the character, history, appearance, scale, and function of the surrounding residential community and particularly to the block in which it is situated.

3.3.1.5 To establish a maximum building height which is compatible with the adjacent residential areas.

3.3.1.6 To provide appropriate parking facilities within the commercial area for both motorized vehicles and bicycles.

3.3.1.7 To encourage a diversity of community oriented commercial activities along 4 Street.

3.3.1.6 To provide appropriate parking facilities within the commercial area for both motorized vehicles and bicycles.

3.3.1.7 To encourage a diversity of community oriented commercial activities along 4 Street.

3.3.1.8 To prevent ancillary commercial activities such as parking areas, storage and garbage collection areas, from compromising the existing residential character.

3.3.1.9 To encourage public and private signage to be harmonious with the historical character of the residential community.

3.3.1.10 To limit the intrusion of commercial development into adjacent residential areas, and encourage the orientation of commercial development to 4 Street.

3.3.2 4 Street S.W.

3.3.2.1 Context

The north and east boundaries of the Cliff Bungalow community (4 Street S.W. and 17 Avenue S.W.) represent major commercial streets which traditionally served as shopping streets for inner city residents. The character and uses along 4 Street have evolved from local commercial and residential to office and service commercial. Retail uses are predominant at-grade and 4 Street serves a special role as a pedestrian-oriented retail area serving both the Cliff Bungalow and Mission communities.

The public improvements program proposed in the 1984 ARP for 4 Street has been completed. In addition, the 4 Street Business Revitalization Zone (BRZ) was established in 1990. The BRZ may develop other modifications and changes to the streetscape.

3.3.2.2 Policy

The land use policy for 4 Street S.W. supports the pedestrian oriented commercial concept identified in the Inner City Plan. The future character of the commercial area should emphasize the sidewalks as a pedestrian precinct by methods such as continuity of retail frontage, visual access to store fronts, open space areas, and the development of a unique street character, which complements the history and original architecture of Cliff Bungalow. To maintain the street's character, low profile community oriented commercial development is to be encouraged.

To limit the impact of commercial development on adjacent residential areas, the orientation of commercial development should be towards the 4 Street frontage and not towards the residential avenues. While the general commercial uses, under the current land use designations of C-3 and DC should be retained, the maximum height for the C-3 district should be reduced from 27 metres to 16 metres to ensure a scale and form which respects adjacent residential development. The westward expansion of commercial development into the adjacent residential area should be strongly

discouraged. In view of the parking problems and traffic congestion in Cliff Bungalow, appropriate commercial parking must be provided, with no parking relaxations permitted, except as provided for in any parking policy for 4 Street.

3.3.2.3 4 Street Land Use Designations

The land use district which best meets the intent of the land use policy for 4 Street is the C-3(16) land use district. However, three parcels of land are currently developed at heights in excess of 16 metres. To accommodate these developments, a Direct Control land use district with C-3(16) guidelines will be applied. These sites are municipally described as: 501 - 18 Avenue S.W.; 503 - 19 Avenue S.W.; and 510 - 21 Avenue S.W. The balance of land on 4 Street S.W. which is currently designated C-3(27) (General Commercial District) is to be designated C-3(16). The four existing Direct Control Districts, listed below, are to be retained and recognized.

- The property located at 2303 - 4 Street S.W. (AM#2207/LUCG#8546). The DC district provides for the development of a medical and office tower with an ancillary parking structure. It was approved by Council on May 08, 1972.

- The property located at 524 Elbow Drive S.W. (AM#1763/LUCG#7679). The DC district provides for the development of a retail food store and parking lot using C-1 guidelines. It was approved by Council on August 11, 1969.

- The property located at 2401 - 4 Street S.W. and 519 - 24 Avenue S.W. (AM86/107, By-law No. 13Z87). The DC district provides for the development of a restaurant and lounge and associated parking. It was approved by Council on January 19, 1987.

- The property located at 508 and 516 - 24 Avenue S.W. (AM91/73, By-law No. 90Z91). The DC district provides for the redevelopment of the existing commercial building and the development of a parking structure to service the commercial uses. It was approved by Council on December 9, 1991.

However, any proposal to amend the existing DC Districts in the future, should generally conform with the C-3(16) District.

3.3.2.4 Implementation for 4 Street

The following guidelines are to be considered by the Approving Authority in the review of discretionary development applications.

3.3.2.4.1 Land Use

- Auto-oriented uses which normally involve extensive front yard parking and access are considered inappropriate for the pedestrian oriented nature of 4 Street and should not be allowed. Examples of such uses include auto body and paint shops, automotive sales and rental, drive-in businesses, hotels, motels, service stations and gas bars. However, these uses may be allowed, if there is no front yard vehicular access or parking, and the development contributes to the pedestrian concept for 4 Street.

- Small scale, local restaurants are encouraged while large scale restaurants/bars, i.e., those with an area greater than ±140 m² (1500 sq.ft.±) are discouraged.

- Restaurant and lounge operations should not exceéd an area of ±167 m² (1800 sq.ft.±) with the lounge operation only accessory to the restaurant operation.

- Outdoor patios (including rooftop patios) must be located and designed to minimize their impact on adjacent residential uses.

- A variety of uses including residential, small scale institutional, offices, retail, restaurants, and entertainment are encouraged, but should not negatively impact adjacent residential development.

- Mixed use projects containing a residential component are encouraged.

- On-site commercial parking in front of buildings should be strongly discouraged as it is disruptive to the development of a pedestrian oriented street face.

- Where possible, commercial development is encouraged to provide on-site bicycle parking.

- Applicants are encouraged to design all new development to accommodate commercial uses at grade.

- Larger developments are encouraged to provide for a variety of uses and diversity in form and scale (e.g., creation of small forecourts, street facing courtyards, public oriented spaces).

3.3.2.4.2 Orientation of Commercial Development

In order to limit the impact of commercial development on the adjacent residential areas, the orientation of commercial development should be towards the 4 Street frontage and not towards the residential avenues. The following guidelines are intended to be supportive of commercial development but not at the expense of adjacent residential development.

- A maximum building depth of 30 m (100 ft.) is encouraged adjacent to 4 Street with no greater than a 15.2 m (50 ft.) wraparound commercial window and building access provided along the avenue. Consideration should be given to using the balance of the commercial parcel between the commercial building and the residentially designated lands as a service corridor, a parking area, or for on-site circulation. A landscaped buffer adjacent to the residential lands should be provided. Beyond the 15.2 m (50 ft.) wraparound portion of the commercial building, there should be a transition along the residential avenue which provides for continuity between the commercial and residential development. This transition may include a landscaped setback consistent with the residential avenue or alternative techniques which would meet this intent (e.g., bulbing out of the sidewalk). Within a landscaped setback, for example, public usage (e.g., seating) is encouraged adjacent to the south building face while climatic protection could be provided adjacent to the north face.

- Where possible, access to the rear of any commercial development should be from the east/west lane, off 4 Street rather than from the residential avenue.

FIGURE 10
ORIENTATION OF COMMERCIAL DEVELOPMENT

- Wherever possible, when commercial parcels are redeveloped, ownership should be consolidated through to the abutting residential district to the west. The least intrusive commercial uses should be located adjacent to the residential district. However, where parcels are developed independently along the avenue, uses which are more compatible (e.g., small scale professional offices) with adjacent residential development and which are low traffic and parking generators are strongly encouraged.

3.3.2.4.3 Commercial/Residential Interface

Any further expansion of the commercial area into the residential designated area west of 4 Street is strongly discouraged and would require an amendment to this ARP.

Mixed use developments which straddle residential and commercial use districts should be carefully designed to ensure that the residential component of the project is clearly distinct. The residential uses should relate to the adjacent residential development to the west, while the commercial component should be clearly distinct and relate to adjacent commercial development along 4 Street.

FIGURE 11 COMMERCIAL / RESIDENTIAL INTERFACE

3.3.2.4.4 Commercial Servicing

In order to limit the impact of commercial servicing (e.g., loading, garbage collection) on adjacent residential uses, the following guidelines are suggested:

- The servicing of commercial developments should not interrupt the continuity of the retail frontage along 4 Street.
- Where possible, garbage containment facilities should not be located immediately adjacent to residential properties, or encroach on pedestrian rights-of-way. Efforts should be made to visually and acoustically screen adjacent residential development from commercial servicing.
- Garbage containment facilities shall be fully enclosed and designed, where possible, as an integral part of the development.

3.3.2.4.5 Building Form

To encourage development of a pedestrian scale along 4 Street and to permit a generous degree of sunlight on 4 Street sidewalk areas as well as along the avenues at the intersections with 4 Street, new developments should incorporate:

- At-grade pedestrian oriented retail commercial and service (e.g., restaurants) uses.
- A form and design treatment which maximizes sunlight penetration at the intersection of the avenues with 4 Street. Therefore, within 50 feet of these intersections, building heights should be lower and, conversely, building heights may be higher at the intersections with the east/west lanes and 4 Street.

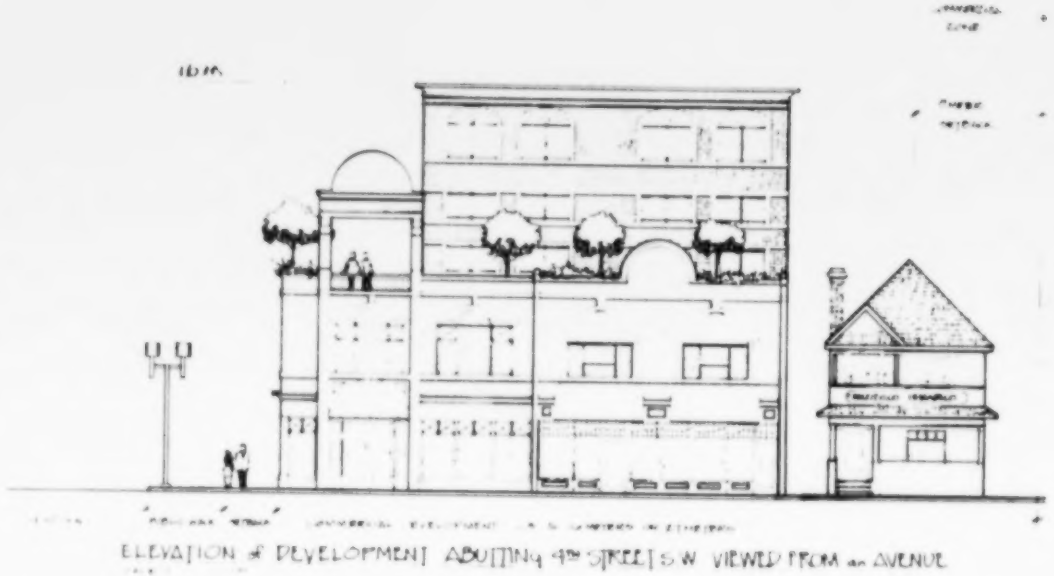
FIGURE 12 COMMERCIAL BUILDING FORM

- A sloped roof treatment in order to extend the character of the adjacent residential neighbourhood and reinforce the pedestrian scale. Roof slopes, a minimum of 8:12, are encouraged.

- When sloped roofs are not used, cornices or pediments should be used to add scale and character to building facades.

- Traditional details and forms should be incorporated into new building design.

FIGURE 13 COMMERCIAL BUILDING HEIGHT



3.3.2.4.6 Building Height

The existing C-3(27) height limit of 27 m (88.6 ft.) which is applied to the majority of lands adjacent to 4 Street is considered excessive. The maximum height for the C-3 district should be modified from 27 metres to 16 metres. The four existing DC Districts will be retained with the balance of land on 4 Street to be redesignated from C-3(27) to C-3(16) and DC with C-3(16) guidelines. Lower heights (one to five storeys) along 4 Street are proposed for the following reasons:

- To allow sunlight to reach the north sidewalk of the avenues where they intersect with 4 Street.

- To minimize the potential shadowing of adjacent residential properties and to encourage a more appropriate transition in building form and height to the adjacent residential areas to the west. The 5 m landscaped setback for commercial buildings adjacent to residentially designated land shall not be relaxed.

- To reinforce the "pedestrian" scale environment.

- To minimize the level and impact of traffic and parking associated with commercial development on the adjacent residential area.

3.3.2.4.7 Building Width

Large scale developments are not consistent with the scale and rhythm of a shopping street. All new development in Cliff Bungalow should recognize the existing pattern of small lot development (i.e., 25 ft.). If larger buildings or developments do occur, they should be built to look like a series of smaller buildings. This can be accomplished by changes along the facade in materials, cornice lines, roof slopes, window sill heights, window types, and variations in building line.

3.3.2.4.8 Building Facade/Window and Shop Front Treatment

Extended uniform horizontal strips of window are not consistent with the scale and character of Cliff Bungalow nor do they contribute to a creation of a pedestrian atmosphere. Historically, commercial development was characterized by large distinctive display windows on the ground floor. Guidelines for commercial developments include:

- Windows that are separate and distinct, whether they are horizontal or vertical, are more consistent with a human scale. Bay windows, french windows and leaded glass are encouraged in order to add a human scale to the building facade.

- Large shop windows are desirable and enhance the pedestrian experience. However, continuous glass store fronts should be limited to a maximum of 7.5 m (25 ft.) to allow for the introduction of elements and materials which will maintain the traditional retail scale of Cliff Bungalow (e.g., provision of substantial window apron).

- The use of dormers in steeply sloping roofs should be encouraged to reduce the visual impact of building height.

- A wide variety of store front characters is encouraged. Changes in exterior treatment, through the use of awnings and so on, can reinforce the uniqueness of each shop front.

- Clear glazing of store windows and at-grade entry from the public sidewalk to individual shops and major building entrances is encouraged.

- Projecting elements at the ground level such as bays or canopies are encouraged to help create interest for the pedestrian.

- Features such as awnings, pedestrian arcades or canopies are encouraged as they create pedestrian comfort by providing weather protection.

3.3.2.4.9 Materials

Materials such as reflective glass, steel, and concrete which are associated with more massive structures, are not characteristic of buildings in the Cliff Bungalow area.

- Recommended building materials include:
  - narrow lap siding
  - red brick
  - sandstone

- Recommended roofing materials include:
  - cedar or fir shakes
  - asphalt shingles

- Recommended hard landscaping materials include:
  - interlocking paving stones
  - cobblestone
  - exposed aggregate concrete

3.3.2.4.10 Building Renovations

Renovations to existing buildings and parking areas should be consistent with the design guidelines for commercial development contained in this Plan.

- Where renovations are proposed to existing service stations or gas bars, perimeter landscaping shall be provided, consistent with the 4 Street improvements. Consideration should also be given to reducing the width and number of access points to the site in order to promote a safe and pleasant street environment for the pedestrian.

- Where renovations are proposed to commercial buildings on sites which have surface parking, landscaping and/or attractive and durable screen fencing shall be provided, consistent with the 4 Street improvements.

3.3.2.4.11 The Pedestrian Environment

- Continuity of Store Fronts

The continuity of store fronts presents a constant variety of activities and goods, drawing the pedestrian along the street. To reinforce the pedestrian shopping street character of 4 Street, new development should:

- Be built to the property line on 4 Street, respecting the by-lawed setbacks.

- Be designed to accommodate continuous retail frontage at grade with land uses such as: retail shops, restaurants, and personal service business.

- Incorporate at-grade store front windows with clear glazing, a high degree of wall face detail, and individual store front access.

- Discourage strip retail with on-site parking in front as it is disruptive to the development of a continuous retail frontage.

- Include design features which can enhance the pedestrian atmosphere by adding spatial complexity and interest, (e.g., forecourts and second floor retail). Care must be taken, however, not to interfere with the use and amenity of neighbouring residential properties through overlooking, shadowing, or noise.

- Shop Front Widths

  Diversity along shopping streets is achieved by having narrow shop front widths similar to the existing 7.62 m (25 ft.) lot development pattern, and allowing tenants to choose their own plan configuration and store front system, awnings, interior and exterior lights, graphics, and/or signage. When developments contain larger stores, they should be designed to look like a series of smaller stores and provide pedestrian access from the street.

- Street Scale

  The intimacy and scale of 4 Street is affected by the street width and also by the patterns and variety of paving materials.

  - In order to add scale and interest to the street surface, interlocking pavers, exposed aggregate concrete, or cobblestones should be used at crosswalks to define differing functional areas. Any surface treatment must be compatible with the operation of 4 Street.

- Winter Adaptations

  The climatic extremes common to a Calgary winter can be exacerbated or mitigated through building design and landscaping. Building design and landscaping features intended to maximize solar penetration and reduce the adverse climatic effect of winter, can create a pleasant and safe pedestrian environment along 4 Street. Design features may include, but are not limited to the following:

  - Landscaping elements such as planting adjacent to building entrances can deflect winter winds.
  - Building details such as recessed entrances can provide shelter from the wind and falling snow.
  - Canopies can protect pedestrians from falling snow, ice and meltwater.

3.3.2.4.12 Landscaping

To enhance the attractiveness of the 4 Street sidewalk area, the provision of sidewalk space and landscaping of the 2.134 m (7.0 ft.) by-lawed setback should complement the design of the 4 Street public improvements.

3.3.2.4.13 Signage

Signs should be low maintenance and designed to integrate with the architectural treatment of the building or store front and the general character of 4 Street. The size of signs should be scaled and oriented to the pedestrian, with large signs scaled to the automobile discouraged.

3.3.2.4.14 Parking

The parking and parking management problem, in the commercial sector of the Cliff Bungalow, is dealt with in Section 5.0, Transportation/Parking. The following represents design guidelines for parking areas:

- Off-Street Parking

  Open parking lots detract from the flow of activities along a pedestrian street.

  - Where physically possible, all surface parking areas should be located behind buildings on existing commercial land adjacent to 4 Street. Strip retail development with on-site parking in front or beside is discouraged.

  - To limit negative visual impact on adjacent residential areas, parking should be located underground, wherever possible.

  - Where structured parking is provided, the street face should be retail or office with the parking located behind. The height of parking structures should be compatible with adjacent residential development. A landscaped buffer should be provided adjacent to the residential development and the residential avenue in order to limit the negative visual impacts.

  - To reduce on-street parking congestion and ensure 4 Street's function, owners of new developments with commercial uses are encouraged to make available any unused parking spaces for public use during non-office hours.

- On-Street Parking

  On-street parking acts as a safety buffer between pedestrians and traffic and provides the shopper with short-term parking.

  - Existing curb parking should be maintained along 4 Street, recognizing peak period restrictions.

  - Other methods of expanding on-street parking should be examined, where appropriate.

3.3.3 17 Avenue S.W.

3.3.3.1 Context

17 Avenue functions as a unique and vibrant major commercial area which attracts people from all regions of the city. In Calgary, speciality stores, restaurants, and office uses are interspersed with some residential buildings. The street is characterized by continuous retail frontage, and a variety of businesses.

The public improvements program proposed in the 1984 ARP for 17 Avenue has been completed. The Uptown 17 Business Revitalization Zone (BRZ) was established in 1984. The BRZ may develop other modifications and changes to the streetscape.

3.3.3.2 Policy

The land use policy for 17 Avenue reflects the regional pedestrian-oriented commercial strip designation assigned in the Inner City Plan. This designation recognizes the important role that 17 Avenue plays in the city's transportation network and as a commercial strip of city-wide significance.

The intent of the land use policies for 17 Avenue is to encourage development which reinforces the pedestrian shopping street character of 17 Avenue. Commercial densities are to be maintained in the medium density range, and a mid-rise building form will be encouraged. The existing shopping street atmosphere is to be enhanced by emphasis on continuous retail frontage at-grade, building scale sensitive to the pedestrian, the assurance of sunlight on north sidewalks and open spaces, and a diversity of building facade treatments which provide visual interest at-grade. Land use policies are also intended to minimize the impact of commercial development on adjacent residential areas.

Sidewalk improvements, attractive street furniture, landscaping, and properly signed and accessible parking will provide a safe and comfortable sidewalk environment.

3.3.3.3 17 Avenue Land Use Designation

The land use district which best meets the intent of the land use policies for 17 Avenue is the C-3(23) land use district. The C-3(23) district limits the height of redevelopment so as to be compatible with the adjacent residential area and allow reasonable levels of sunlight to fall on sidewalks on the north side of 17 Avenue.

3.3.3.4 Implementation for 17 Avenue S.W.

The following guidelines are to be considered by the Approving Authority in the review of discretionary development applications.

3.3.3.4.1 Land Uses

Auto-oriented uses which normally involve extensive front yard parking and access should be discouraged. Examples of such uses include auto body and paint shops, automotive sales and rental, automotive services, drive-in businesses, and motels. However, these uses may be considered appropriate if there is no front yard parking or vehicular access, and the use and form of development contributes to the pedestrian concept for 17 Avenue.

3.3.3.4.2 Pedestrian Shopping Street Elements

To reinforce the pedestrian shopping street character of 17 Avenue, new developments should incorporate:

- Continuous retail frontage with pedestrian-oriented commercial uses at-grade, such as retail shops, restaurants, and personal service businesses.
- Clear glazing for store windows, an articulated wall face detail, and at-grade access from the public sidewalk to individual shops.
- Features which increase pedestrian comfort by providing weather protection, such as arcades and canopies.

3.3.3.4.3 Building Form

New developments should allow sunlight to fall on sidewalks on the north side of 17 Avenue between the hours of 10:00 a.m. and 2:00 p.m. (M.S.T.) from March 21 to September 21. In this regard, the height of the wall face fronting onto 17 Avenue should not exceed a maximum of 17.6 metres at the 5.2 metre setback line.

3.3.3.4.4 Landscaping

The landscaping of the 5.2 m by-lawed setback on 17 Avenue, including any street furniture, should complement the design of the public improvements proposed for 17 Avenue.

3.3.3.4.5 Parking

- To reduce on-street parking congestion and ensure the Avenue's function as a traffic artery, owners of new developments with commercial uses are encouraged to make available any unused parking spaces for public use during non-office hours.
- To assure continuous retail frontage and provide for pedestrian safety, parking should be accessed via the lane to the south of 17 Avenue or from adjacent side streets.
- To limit negative visual impacts on adjacent residential areas, parking should be located underground wherever possible.

3.4 Institutional Uses

3.4.1 Objectives

3.4.1.1 To promote the involvement of institutions within Cliff Bungalow with the Community Association's initiatives and programs.

3.4.1.2 To facilitate the design and integration of new institutions or the expansion of existing institutions in a manner which enhances adjacent residential and recreational areas.

3.4.2 Context

There are a number of institutional facilities located in Cliff Bungalow including the Scottish Nursing Home, St. Famille Church, two day care centres, and a number of educational facilities (Western Canada High School, Louise Dean School and the Montessori School). In general, the major issue associated with institutional development centres on the need to ensure both the physical and social integration of new or expanded institutional facilities with the surrounding community.

3.4.3 Policies

3.4.3.1 The current land use designations are considered appropriate to accommodate the existing institutional uses in the area.

3.4.3.2 Proposals for new institutional facilities or any expansion of the existing facilities should include consultation with the Community Association in the initial planning stages, to ensure the physical and social integration of such development into the community.

3.4.3.3 New institutional facilities or any expansion or redevelopment of an existing facility should be compatible with the neighbouring uses in terms of building character and traffic generation.

3.4.4 Implementation

To implement the institutional land use policies, the following guidelines and actions are required:

3.4.4.1 The following development guidelines should be considered during the development or the land use designation stage for new or expanded/redeveloped institutional facilities:

a. the use, building form, height, and orientation should respect the privacy, character, and scale of development of adjacent residential uses;

b. a development level that can be supported by the transportation system and which will not cause overspill parking or traffic congestion inconsistent with the residential context; and

c. protection of mature trees and any on-site natural topographic features that contribute to the quality of the environment.

3.5 Heritage Conservation

3.5.1 Heritage Objectives

3.5.1.1 To preserve historically significant resources.

3.5.1.2 To encourage the conservation of the community's heritage resources through sensitive renovation and adaptive re-use.

3.5.2 Context

There are currently no designated Provincial Historic sites within the community. However, there are seven potential heritage sites considered to be of municipal interest.

3.5.3 Policies

3.5.3.1 The City of Calgary Heritage Advisory Board and the Administration should encourage the conservation of significant heritage resources in the community.

3.5.3.2 Additions and alterations to potential heritage structures should be evaluated in terms of the specific styles and details dictated by the character of the heritage structure.

3.5.3.3 Renovation and new construction adjacent to heritage resources should reflect the design guidelines for residential and commercial areas contained in this Plan.

3.5.4 Implementation

To implement the heritage conservation policies, the following guidelines and actions are required:

3.5.4.1 Sites designated under the Alberta Historical Resources Act shall be governed by the provisions of that Act. The City will work with the Community Association in encouraging the designation of significant heritage resources.

3.5.4.2 Potential heritage structures should be maintained and/or renovated in a manner consistent with their original character.

3.5.4.3 The Community Association, in consultation with the Planning & Building Department, should identify heritage landmarks within the community.

4.0 OPEN SPACE AND COMMUNITY FACILITIES

4.0 OPEN SPACE AND COMMUNITY FACILITIES

4.1 Objectives

4.1.1 To enhance existing parks and open space amenities.

4.1.2 To improve access to parks and open space for all segments of the population.

4.1.3 To increase the recreational opportunities of the Elbow River bank.

4.1.4 To create a linear park system to allow pedestrians and residents of Cliff Bungalow to safely access Lindsay Park.

4.1.5 To create safe pedestrian and bicycle linkages between parks and open space.

4.1.6 To enhance community streetscapes by maintaining, revitalizing, and where necessary, replacing the existing mature vegetation.

4.1.7 To conserve the existing natural areas, such as the Cliff Bungalow escarpment.

4.2 Context

The community of Cliff Bungalow is served by open space within the community and benefits from its proximity to several regional recreation centres (e.g., Lindsay Park). In order to ensure sufficient open space as per City standards for inner city communities, the Plan recommends that the City acquire the Cliff Bungalow School site for open space, if the school is declared surplus by the Calgary Board of Education.

Some improvements to the existing parks and open spaces are required in order to provide open space and recreational opportunities which would more directly benefit community residents and to improve the linkages between open spaces within the community, to adjacent communities, and to the Elbow River.

4.2.1 Policies: Improvements to Existing Parks/Open Space

4.2.1.1 The Triangle Park

The triangle park adjacent to 24 Avenue has some play facilities for young children and is designated RM-5. The park should be designated PE (Public Park, School, and Recreation District) to reflect its use as open space. While this park contributes to the open space system in Cliff Bungalow, a development plan for park improvements should be prepared to utilize this open space more intensively.

This plan could include passive recreational areas and additional play facilities. Any plan should also address accessibility to the park through the provision of pedestrian crosswalks adjacent to the park and a sidewalk along the western edge of the site. A playground zone has been designated along Cliff Street from approximately 25 Avenue to north of 22 Avenue.

4.2.1.2 The Cliff Bungalow School Site

The Cliff Bungalow Public School is on land presently designated R-1. The land on which the school is situated is an important and integral part of the open space system along the community's western edge. The Calgary Board of Education has recently agreed in principle to transfer the Cliff Bungalow School site to the City of Calgary as it is no longer required for educational purposes. Acquisition of the building and the land will provide for community park and open space, but the site will require redesignation to PE to reflect its future use as open space.

Since the adoption of the initial Cliff Bungalow ARP, a two phase improvement plan has been undertaken for the school site. The first phase, completed in the fall of 1990, consists of a play area, a walk around the building, tree planting, fencing, and removal of the parking area. The second phase, completed in the fall of 1991, provides for picnic benches and a patio area adjacent to the building.

The natural open space and escarpment area, identified on Figure 13 and located south and west of the Cliff Bungalow School should be retained. Development in this area should be limited to the provision of a public nature trail, including interpretative information panels describing the flora and fauna.

4.2.1.3 The Louise Dean School Site

The Louise Dean School is owned by the City of Calgary and is presently designated PE. The building is presently vacant, having recently been used by the Calgary Board of Education as a "special" school program. The site should remain districted as PE and any future change in use should be consistent with this designation and compatible with the adjacent residential and open space/community related uses. Future uses which would enhance the character of the area may include community uses, education, library, and/or performance/drama/artist space.

The Louise Dean School is recognized as a "gateway" location to Cliff Bungalow park and a community focal point. The school also has historical significance as the site of the Holy Angels School. Provision should be made to extend the existing pathway system northward from the Cliff Bungalow Park site to the Louise Dean School site and the Western Canada High site, in order to form a continuous linkage between open spaces within the community.

4.2.1.4 The Western Canada High School Site

The current interface between Western Canada High School and the surrounding community is poor, with the edge treatment of the school site consisting of a chain-link fence on three sides and a hedgerow and chain-link fence adjacent to 17 Avenue. Should the Calgary Board of Education redevelop or undertake improvements to the Western Canada High School site in the future, consideration should be given to achieving a better overall physical and social integration between the school and the community. In order to achieve a better integration, the following issues should be addressed: improved linkages around the perimeter of the school site and to community open space to the south (e.g., the Louise Dean and Cliff Bungalow schools), a walking path around the perimeter of the school, and compatible treatment of that portion of the school site adjacent to the 17 Avenue public street improvements.

4.3 Pedestrian and Bicycle Routes

A comprehensive pedestrian/bicycle pathway and corridor system which provides for safe and well defined routes for pedestrians and cyclists within Cliff Bungalow and to adjacent communities is proposed. Particular attention needs to be paid to improving east/west movements through the community. Specific nodes within the system should include Western Canada High School, the Cliff Bungalow escarpment and open space, 4 Street, Lindsay Park, and the Elbow River Pathway.

Consideration should be given to evaluating and establishing a cyclist commuting route which could connect the Elbow River communities to the downtown core. As detailed in Section 5, Transportation, a commuter cycle route should be reviewed in conjunction with the Cycle Plan. Concurrently, consideration should be given to widening the sidewalks along the east side of 5 Street, to allow for safe social walking.

4.3.1 Policies

4.3.1.1 East/West Park Links

Three possible east/west pedestrian/bicycle links have been identified in Cliff Bungalow which could link open space and parks components within the community and with adjacent communities. Two of the three links, the 19 Avenue Link and the 24 Avenue Link, are proposed for evaluation as pedestrian corridors and are detailed in Section 5, Transportation. The third link, the "Lindsay Park Linear Park" link, is proposed as part of the regional parks linkage system.

The "Lindsay Park Linear Park" link would link open spaces in Lower Mount Royal, Cliff Bungalow, and Mission with Lindsay Park. The link is approximately 2.4 km (1 1/2 miles) in length and extends along Royal Avenue, 5 Street and 21 Avenue, and across the bridge to Lindsay Park.

The "Lindsay Park Linear Park" Link could include the following elements:

a. street tree and shrub planting, where possible, in the public right-of-way;

b. the development of seating areas at corners within the public right-of-way (while respecting the mandatory visibility triangle);

c. a system of elements, which identify the link, including signage, (e.g., orientation information and history) sidewalk treatment, benches, and landscaping; and

d. pedestrian activated corridors across 5 Street and 4 Street, where technically warranted, to ensure pedestrian safety.

The linkage components are to be designed with an emphasis on low maintenance.

4.3.1.2 The Elbow River Pathway

Only a limited portion of the Elbow River pathway is located within the boundaries of the Cliff Bungalow Area Redevelopment Plan. Accordingly, this portion should be developed in conjunction with any comprehensive plan proposed for the Elbow River bank and should support that concept. The plan should address community concerns regarding safety and potential conflicts between pedestrians and cyclists.

4.3.1.3 The Community "Escarpment" Trail

In order to link local community open spaces within Cliff Bungalow, the pedestrian/bicycle pathway should be upgraded and/or provided, where it does not currently exist, to link the Western Canada High School site, the open space and escarpment lands associated with the Cliff Bungalow and Louise Dean school sites, and the triangle park, adjacent to 24 Avenue. The trail is currently developed to the west and south of the Cliff Bungalow school (see Figure 14). No formalized trail has been developed on the escarpment or adjacent to the Louise Dean and Western Canada High School sites. Any extension of the system to the escarpment should be designed and developed to limit the impact and preserve this natural area. Any extension of the pathway adjacent to the Louise Dean School should be developed in a manner consistent with the existing pathway to the south, with the alignment to be determined in consultation with the Community Association.

FIGURE 14

OPEN SPACE / COMMUNITY FACILITIES MAP

4.4 Public Planting

In accordance with the intent of the Urban Forest Management Policy, the City should develop a program of landscaping and planting improvements with respect to both roadway and public open spaces (e.g., parks, tot lots, pathways) to preserve, enhance, and where necessary, replace, the existing mature vegetation. The location and type of planting should provide protection from winter winds, shade in summer, as well as be compatible with the character of the community. A diversity of the tree species is encouraged.

4.5 Public Art

In order to reflect and enhance the quality and character of the community, representatives of the City, the community, local businesses, and institutions (e.g., Calgary Allied Arts Foundation) are encouraged to initiate and participate in a public art program. Such a program should include a public enhancement strategy, funding, and implementation.

4.6 Implementation

To implement the open space and recreation policies, the following actions are required, subject to Council's budget constraints:

4.6.1 The City of Calgary acquire the Cliff Bungalow School site for open space from the Calgary Board of Education. The City undertake the necessary redesignation application from R-1 to PE, to accommodate this measure.

4.6.2 Calgary Parks & Recreation develop, in consultation with the community, a redevelopment plan to upgrade park facilities of the triangle park on 24 Avenue, and apply to Council for funds through the RENEW Program to implement the improvements, as budget constraints permit.

4.6.3 The Planning & Building Department redesignate the triangle park site on 24 Avenue from RM-5 to PE to reflect its current and future use as open space.

4.6.4 Calgary Parks & Recreation implement the proposed improvements to the Elbow River pathway concurrently with the same pathway improvements proposed in the Mission Area Redevelopment Plan, as budget constraints permit.

4.6.5 Calgary Parks & Recreation and the Transportation Department, in consultation with the Community Association, prepare a plan to develop the "Lindsay Park Linear Park" Link, and apply to Council for funds to implement this plan, as budget constraints permit.

4.6.6 Calgary Parks & Recreation, in consultation with the Community Association, prepare a plan to provide for the continuity of the community escarpment trail as shown on Figure 14. Special attention should be given to ensuring safe and convenient pedestrian/cyclist crossings of any roadways. Any pathway improvements such as trail/stairs on the escarpment or natural open space areas should be minimal so as to preserve the natural character of those areas and should be evaluated in consultation with other interest groups.

4.6.7 The Community Association approach the Calgary Board of Education to examine opportunities to improve the interface and linkages between the Western Canada High School site and the community.

4.6.8 The following improvements should be carried out on a long term basis, as budget constraints permit:

- Boulevard planting should be undertaken to enhance streets and complement the Plan's urban design objectives. Where the replacement is undertaken, the dominant tree species should be replaced with complementary species to encourage diversity. This program may be carried out under the auspices of the Urban Forest Management Policy. Maintenance of trees is encouraged through the Adopt-a-Tree Program.

- Public open spaces, such as the school yards and parks, should be edge planted to complement the boulevard planting on the opposite side of the street. This may be carried out under the auspices of the Urban Forest Management Policy. Maintenance of parks is encouraged through the Adopt-a-Park Program.

- The Community Association, in consultation with Calgary Parks & Recreation, should also investigate, where appropriate, other programs (e.g., Arbor Day, Planting Incentive Program) or options (e.g., local improvements/local benefits by-laws) for the advancement of such work.

5.0 TRANSPORTATION

5.0 TRANSPORTATION

5.1 Objectives

The transportation policies for Cliff Bungalow are based on the following objectives:

5.1.1 To provide the infrastructure for a safe, efficient, and pleasant pedestrian, bicycle, and vehicular circulation system.

5.1.2 To provide adequate parking, both in amount and location, for both residential and commercial needs.

5.1.3 To limit excessive speed on 5 Street through roadway design, traffic regulation, and enforcement.

5.1.4 To identify and limit short-cutting on local streets by non-local traffic through roadway design, traffic regulation and enforcement.

5.1.5 To improve local east/west access and circulation.

5.1.6 To establish lane development and maintenance principles which will restrict lane usage to local traffic and enhance the safety and environmental quality of laneways.

5.1.7 To create safe pedestrian and bicycle linkages between parks and open space.

5.2 Roadway/Traffic

5.2.1 Context

Cliff Bungalow is served by a network of roads, supporting vehicular and public transit services. Two major roadways in the network, 4 and 5 Streets bisect or form the boundary of the community from north to south and serve as important links to and from the downtown. 5 Street functions as a one-way major south bound road. 17 Avenue, also a major roadway, forms the north boundary of the community while 26 Avenue (between 4 and 5 Streets) and Elbow Drive (west of 5 Street) forms the south boundary.

Currently, new residential subdivisions are planned with a hierarchy of roads designed to accommodate specific functions and carry various traffic volumes. Older communities, such as Cliff Bungalow and Mission, were planned using the grid network design concept. In view of this, the Transportation Department advises that it is difficult to restrict traffic to the environmental guidelines on these roads because of the grid network. It is noted that 4 and 5 Street are functioning as major streets.

From the residents' perspective, traffic is considered one of the main threats to the quality of life, especially when the traffic is noisy and moves at high speeds in comparison to pedestrians and cyclists. A major source of conflict for the Cliff Bungalow Community is through commuter traffic. The major north/south transportation corridors, 4 and 5 Streets, are associated with problems including pedestrian and cyclist safety; east/west accessibility; community cohesion; vehicular speed and traffic volumes; noise, vibrations, and pollution (dust/fumes); short-cutting traffic on the residential avenues; and the one-way operation of 5 Street. All of the foregoing impacts identified by the community affect the perceived liveability of the adjacent residential development.

Pedestrian safety concerns include a substandard sidewalk width on the east side of 5 Street and the lack of any buffer between the pedestrian and the operating lane. Poor visibility along 5 Street as a result of the road curvature (in vicinity of 22 - 25 Avenue) and the presence of staggered grid intersections, (e.g., Royal Avenue and 21 Avenue at 5 Street) together with limited safe east/west crossings along both 4 and 5 Streets between 17 Avenue and 25 Avenue, are safety concerns. The perceived and real danger from moving cars is of particular concern to the community as there is a high proportion of elderly people as well as a concern for children.

Resident perceptions regarding excessive speed and high traffic volumes, particularly along 5 Street, have led to a number of concerns including increased noise, safety, and decreased environmental quality (e.g., dust and debris). The Transportation Department advises that any successful measure to reduce the traffic volumes on 4 and 5 Streets would greatly depend on a similar action taking place on Elbow Drive. Unfortunately, any divergence of traffic

from Elbow Drive would have a serious impact on the already congested north/south routes such as Macleod Trail. Until larger city-wide transportation issues are addressed and the missing links (e.g., South Downtown Bypass) in the overall transportation road network are completed, the Plan addresses the ways in which the impact of current traffic volumes in the community can be minimized.

For example, slowing the speed of traffic and providing safer and more visible crossings are viewed by the community as a means to mitigate their concerns and provide more liveable streets. Of particular concern is the perception of high traffic speeds on 5 Street. In view of the community's concern, the Transportation Department conducted a speed study on 5 Street which indicated that the average speed of all vehicles was 46 kph in a 50 kph speed zone. Comparatively, 5 Street is operating at more reasonable speeds than other city streets, which indicates that motorists are driving with caution on this road segment.

To reduce future traffic problems and resolve existing ones, the traffic policies focus on transportation management schemes, street design changes, as well as enforcement.

The Transportation Department reviewed the operation of 2, 4 and 5 Streets, at the time the initial Cliff Bungalow Area Redevelopment Plan was proposed, and affirmed that 5 Street remain a one-way southbound major road. However, the operation of 2 and 5 Streets remains a central issue to the community in a desire to improve the safety and liveability of streets within the community. As such, the Cliff Bungalow - Mission Community Association requests that the operation of 2 and 5 Streets be assessed in the context of the City's overall Transportation Plan Review. That review (GoPlan) will address the function of 2, 4 and 5 Streets in terms of the overall systems impact.

5.2.2 Policies

5.2.2.1 The intent of the roadway/traffic policies is to promote safety and liveable streets and to balance the interests of motorists, pedestrians, and cyclists. Transportation solutions to community concerns must address two basic problems: the protection of local streets from through traffic and spillover parking and the mitigation of the traffic impact of major and collector roads on adjacent residential areas.

5.2.2.2 In order to accommodate community and city-wide needs in terms of access to employment centres and general crosstown mobility, the major and collector roadways within and adjacent to Cliff Bungalow should retain their existing classifications until the overall Transportation Plan Review has reviewed their classification. These classifications are as follows (see Figure 15):

Major Roads:	17 Avenue 4 Street 5 Street 26 Avenue (between 4 and 5 Streets)
Collectors:	25 Avenue Elbow Drive (west of 5 Street)
Local Roads:	all other community streets

Major roads expedite the movement of high volumes of traffic between various areas of the City. Collectors distribute traffic between major and local roads. Local roads provide access to properties within the community.

5.2.3 Implementation

It is recommended that:

5.2.3.1 The Transportation Department initiate a community traffic study in consultation with the Community Association within a reasonable time frame of the completion of the Transportation By-law Review (Go Plan) or as budget constraints permit. The traffic study should review the following issues: vehicular speed, traffic volumes, noise, shortcutting on residential avenues (e.g., Cliff Street, Royal Avenue), and providing a safer environment for pedestrians and cyclists.

Improvements to the existing roadway system should be reviewed to address these issues. In the normal course of operations, improvements typically could include traffic management schemes (e.g., traffic signals, speed limit reductions), street design changes (e.g., bulbing of intersections, aesthetic treatment, changes in paving surfaces), and enforcement. Measures to minimize or ameliorate traffic problems should be introduced, as determined appropriate, and undertaken in accordance with standard procedure.

Any proposed changes must be compatible with the character of the community.

5.2.3.2 In formulating and implementing any major transportation changes that affect the community, the Transportation and the Engineering and Environmental Services Departments consult with the community.

5.3 Parking

5.3.1 Context

Historically, on-street parking congestion in Cliff Bungalow has been a problem but is exacerbated by the commercial development along 4 Street and 17 Avenue and major institutional development in and adjacent to the community (e.g., Western Canada High School and the Holy Cross Hospital). The residential avenues are heavily used by commuters, shoppers, and other traffic attracted to nearby non-residential uses. Most of the alternate parking arrangements and parking relaxations have been approved for older buildings which, when constructed, were not subject to any by-lawed parking requirements. Recently, development activity has resulted in requests for significant parking relaxations as well as the continuing intrusion of parking uses into the adjacent residential neighbourhood.

Parking and traffic congestion problems are likely to increase as the commercial component along 4 Street redevelops. Currently some on-street parking restrictions are in place (e.g., permit only, two hour metered). A comprehensive review of the parking problem is being undertaken as part of the ARP process, the intent of which is to provide for appropriate resident parking as well as providing additional opportunities to visitor, institutional, and commercial parking.

The provision of additional on-street parking along 4 Street should be considered in addition to the introduction of a cash-in-lieu of parking policy for 4 Street. The Transportation Department is reviewing the opportunities for additional metered parking.

5.3.2 Policy

The intent of the parking policy is to better balance the provision of parking with the need for parking. A comprehensive approach to address the community's parking problems must be undertaken to address the needs of both the business and the residential community.

5.3.3 Implementation

It is recommended that:

5.3.3.1 The Transportation Department review parking control measures with both community and business interests to identify mutually satisfying solutions to dealing with parking issues. Any resulting proposals should be implemented on a comprehensive basis throughout the community as budget constraints permit. Parking control measures may include such mechanisms as parking bans, time limits, additional metered parking, properly signed and accessible commercial parking and resident permit parking.

5.3.3.2 The Planning & Building Department, in consultation with the Community Association and the business community, develop a cash-in-lieu of parking policy for 4 Street. Funds generated by the cash-in-lieu system will be used for the realization of public parking improvements.

5.3.3.3 The residential and commercial parking standards of the Land Use By-law should not be relaxed with respect to the provision of on-site parking, visitor, or R.V. parking facilities, except as may be provided for in a cash-in-lieu of parking policy.

5.4 Pedestrian/Bicycle Corridors

5.4.1 Context

Difficulty is presently encountered by all modes of traffic: pedestrian, bicycle, and vehicular in moving across the community, particularly in an east/west direction.

There are natural features (e.g., Cliff Bungalow escarpment, the Elbow River, Lindsay Park) as well as major institutional features (e.g., Western Canada High School, Holy Cross Hospital) located in or adjacent to the eastern and western edges of the community, which naturally draw traffic across the community. However, residents have expressed great difficulty in their ability to safely access these features. Safety related concerns include the presence of staggered grid intersections; traffic volumes and perceived high speeds particularly along 5 Street; poor visibility due to road curvature along 5 Street (in vicinity of 24 Avenue); conflicts between commuter and recreational traffic on the pathways; and the need for clearly defined safe crosswalks. There are a number of crosswalks located along 4 and 5 Streets, including signed and marked crosswalks, pedestrian activated crosswalks, and a curve warning sign on 5 Street, at 23 Avenue. Most recently, a signed and marked crosswalk was installed at 5 Street and Royal Avenue.

The existing sidewalk on the east side of 5 Street is not the standard width of a city sidewalk and is in poor repair. In conjunction with the Lindsay Park Linear Park Link, a new sidewalk should be installed which complies with the City standard between 20 and 21 Avenue.

In order to provide better and safer east/west connections across the community, consideration should be given to augmenting the existing pedestrian and bicycle pathway system, through the evaluation of a number of pedestrian bicycle corridors.

Three east/west pedestrian/bicycle corridors have been identified and the feasibility of developing one or more of these linkages should be evaluated. These corridors are as follows:

5.4.1.1 The 19 Avenue Link

The 19 Avenue link would connect open spaces in Cliff Bungalow and Mission, from Western Canada High School along 19 Avenue to the St. Mary's Educational Complex and eastward to the CN bridge crossing to Lindsay Park.

5.4.1.2 The "Lindsay Park Linear Park" Link

The "Lindsay Park Linear Park" link would connect open spaces in Lower Mount Royal, Cliff Bungalow, and Mission with Lindsay Park. The link is approximately 2.4 km (1 1/2 miles) in length and will extend along Royal Avenue, 5 Street, 21 Avenue, and across the bridge to Lindsay Park.

5.4.1.3 The 24 Avenue Link

The 24 Avenue link would connect the Cliff Bungalow escarpment and the adjacent open space to the triangle park and eastward to the 24 Avenue playground and the viewpoint park overlooking the Elbow River in Mission.

Two of these three linkages - 19 Avenue and 24 Avenue are proposed for evaluation as pedestrian corridors, while the third linkage - the "Lindsay Park Linear Park" link is proposed for evaluation and implementation as part of a required parks linkage (as detailed in Section 4.0 Open Space and Community Facilities).

The increasing use of bicycles for commuting and recreational purposes needs to be addressed, particularly in view of the increasing popularity of bicycles, user conflicts (i.e., accident potential due to variations in speed between pedestrians, commuters and recreational cyclists), and the community's inner-city location and proximity to the downtown. The community has requested that the feasibility of designating bicycle commuter routes be reviewed in an attempt to further encourage alternative modes of transportation and to provide commuter relief from recreational traffic. Cycling issues, including the feasibility of bicycle commuter routes, should be reviewed in conjunction with the Cycle Plan, which is being prepared by the Transportation Department.

The existing designated On Street Bikeway is located on 5 Street from 17 Avenue to 22 Avenue. At 22 Avenue it jogs east to 4 Street, runs south down 4 Street to Elbow Drive. Currently, the only signalized crossing from Cliff Bungalow to the Elbow River Pathway is at 4 Street and Elbow Drive. However, plans have been approved to install signals at 5 Street and Elbow Drive. When this occurs, consideration should be given to rerouting the On Street Bikeway to 5 Street, from 4 Street south of 22 Avenue. Installation of this signal will also allow easier access from 5 Street to the Elbow River pathway.

5.4.2 Policy

The intent of the pedestrian/bicycle corridors policy is to better balance the interests of pedestrians, cyclists, and motorists and to provide a safer environment, with improved east/west access across the community.

5.4.3 Implementation

5.4.3.1 The Transportation Department, in consultation with the Community Association, evaluate the feasibility of developing one or more of three possible east/west links, specifically 19, 21 (the "Lindsay Park Linear Park link"), and 24 Avenues as pedestrian/bicycle corridors, as these could link up facilities and natural features within Cliff Bungalow and adjacent communities. These linkages could include the following features:

- a system of elements which identify the link including signage, sidewalk treatment, benches, and landscaping; and
- improved pedestrian access across 4 and 5 Streets, including clearly signed or pedestrian activated crosswalks where it meets the warrant criteria. To address pedestrian/bicycle safety where justified from a planning perspective, additional funding through alternative sources should be pursued.

These linkages must be characterized by low traffic volumes and minimal conflict points, be designed with an emphasis on low cost maintenance, and undertaken in accordance with City policy and subject to budgetary constraints.

5.4.3.2 The Transportation Department in consultation with the Community Association review cycling issues, including an evaluation of the feasibility of commuter bicycle routes, under the auspices of the Cycle Plan.

5.4.3.3 The Transportation Department revise the on-street bikeway to continue south on 5 Street from 22 Avenue rather then jogging eastward along 22 Avenue and down 4 Street. This revision should only occur when the traffic signals have been installed at 5 Street and Elbow Drive.

5.4.3.4 The Engineering and Environmental Services Department, in consultation with the Community Association, coordinate the required improvements to the sidewalk on the east side of 5 Street as budget constraints permit.

5.5 Laneways

5.5.1 Context

The problems associated with shortcutting traffic and spillover parking from adjacent commercial and institutional development onto laneways within Cliff Bungalow is of concern to residents living in proximity to such development. As there is no north/south lane separating the commercial area along 4 Street from the residential area to the west, the east/west lane is shared by both local residential and commercial traffic. The range of concerns, expressed by residents, include speed, safety, and decreased environmental quality (e.g., noise, dust). Some lanes within Cliff Bungalow are paved, while others are not.

5.5.2 Policy

The intent of the laneway policy is to separate commercial from residential traffic on laneways where possible, and to reduce the associated safety and environmental concerns.

5.5.3 Implementation

5.5.3.1 In accordance with standard procedure, the Transportation Department, in consultation with the Community Association, review the mechanisms available to address shortcutting traffic and spillover parking in laneways from adjacent commercial and institutional uses and implement any resulting proposals as budget constraints permit. Mechanisms to restrict lane usage to local residential traffic may include improved signage, enforcement, the installation of bollards between residential and commercial precincts, or a reorientation of the lane access to commercial development.

5.5.3.2 The paving of residential lanes is encouraged and may be undertaken at the initiation of adjacent landowners through a local improvement by-law process.

5.6 Entranceways

5.6.1 Context

Currently, there is only one sign on 5 Street, south of 17 Avenue, which identifies entry into the Cliff Bungalow community. Community residents suggest that the issue of how to treat entrance points to the community be addressed, as a means of focusing attention, particularly that of the motorist, on the fact one is entering a residential precinct (e.g., 5 Street) or a pedestrian-oriented commercial area (e.g., 4 Street), as well as a means of enhancing the community's visual image.

5.6.2 Policy

It is the intent of the entranceway policy to identify and develop mechanisms which will create a "gateway" into the Cliff Bungalow community.

5.6.3 Implementation

5.6.3.1 The Transportation and Planning & Building Departments, in consultation with the Community Association and the business community, review various mechanisms which would identify the major entrance points into the community, including traffic management devices, changes to the street design and urban design features, review funding opportunities, and implement any resulting proposals.

5.6.3.2 Any proposals should be compatible with the character of the community, as well as the function of 4 and 5 Streets.

SUPPORTING INFORMATION

From the 1984 Cliff Bungalow ARP

SUPPORTING INFORMATION
From the 1984 Cliff Bungalow ARP

TABLE OF CONTENTS

PREFACE

This section provides background information to the Original (1984) Cliff Bungalow Area Redevelopment Plan. Its purpose is to describe the context within which planning proposals are offered. This section is not a part of the Area Redevelopment Plan and, therefore, has no legal status.

		Page
1.0	**Approach to Planning and Planning Implications**	65
1.1	Approach to Planning	65
1.2	Residential Land Use	66
	1.2.1 Land Use Districts	66
1.3	Commercial Land Use	71
	1.3.1 4th Street Commercial Land Use	71
	1.3.2 17th Avenue Commercial Land Use	73
1.4	Office Conversions	77
1.5	Open Space and Recreational Facilities	78
1.6	Transportation	78
	1.6.1 5th Street Task Force	80
	1.6.2 Parking Congestion	81

Page

1.7 Financial Statement 82

1.7.1 4th Street Public Improvements 82
1.7.2 17th Avenue Public Improvements 83

1.8 An Analysis of Future Development Potential 83

2.0 Community Profile 85

2.1 Community History 85

2.2 Potential Heritage Sites 86

2.3 Physical Structure 87

2.4 Existing Land Use Districts 87

2.5 Existing Land Use 88

2.5.1 Residential 88
2.5.2 Schools and Parks 88
2.5.3 Commercial 88
2.5.4 Vacant Lands 90

Page

2.6 Demographic Characteristics 90

2.6.1 Age Structure 90
2.6.2 Family Structure 90
2.6.3 Household Characteristics 91
2.6.4 Vehicle Ownership 92

2.7 Dwelling Type 92

2.7.1 Dwelling Types 92
2.7.2 Streetscape 94
2.7.3 Redevelopment 95

2.8 Existing Open Space 96

2.9 Existing Transportation System 98

2.9.1 Existing On-Street Parking 98
2.9.2 Transit 98

Page

3.0 Background to Policy Formulation 101

3.1 The Planning Process 101

3.2 Issues and Concerns 101

3.2.1 General Considerations 101
3.2.2 Land Use Considerations 102
3.2.3 Transportation 103
3.2.4 Parks 103

3.3 Policy Direction 103

3.3.1 The Calgary General Municipal Plan .. 103
3.3.2 The Inner City Plan 103

4.0 Community Response 105

4.1 Introduction 105

4.2 Community Response 105

Page

LIST OF FIGURES

1. Alternative 1 68
2. Alternative 2 69
3. Alternative 3 70
4. 4th Street Sunlight Performance Standard 72
5. 17th Avenue Redevelopment Guidelines 75
6. 17th Avenue Sunlight Performance Standard ... 76
7. Seating Node for Lindsay Park Link 77
8. Summary of P.M. Peak Traffic Volumes, on 5th Street 79
9. Original Plans of Subdivision 85
10. Potential Heritage Sites 86
11. Topography 87
12. Existing Land Use Districts 88
13. Generalized Land Use Pattern 89
14. Existing Land Use Distribution 89
15. Age/Sex Profile 90
16. Pre-School Population 91

Page

17. Average Household Size 91
18. Sequence of Development 92
19. Existing Open Space 96
20. Regional Activity Centres 97
21. Existing Transportation System 98
22. Existing Parking Policies 99
23. Inner City Plan Policies 104

1.0 APPROACH TO PLANNING AND PLANNING IMPLICATIONS

1.1 Approach to Planning

In order to appreciate the issues in Cliff Bungalow and the approach to planning taken in the Cliff Bungalow A.R.P., it is essential to obtain a feeling for the community in terms of the attitudes of the people who live there, and the various groups who have an interest in Cliff Bungalow.

Cliff Bungalow was originally constructed as a single-family and duplex area prior to 1920. In 1935, planning controls were implemented to encourage apartment development. Since the redevelopment surge in the 1950's, some land was acquired as an investment rather than as personal residences. The Inner City Plan, 1979, recommended a change in policy for the community by encouraging conservation of the existing community rather than redevelopment. As a result, two different attitudes regarding the future development of the community are present.

The resident owners have acquired property in the community and intend to reside in the community on a long-term basis. This group desires a guarantee that any redevelopment will be compatible with the existing community character (e.g., older detached houses). This group prefers a conservation land use but with the flexibility to allow owners to create suites.

The investor-owner groups have acquired property as an investment and anticipate the eventual replacement of the existing structures with redevelopment at higher densities, as has occurred in other communities, such as Lower Mount Royal.

The planning process in Cliff Bungalow has attempted to be cognizant that there are two different groups with different aspirations for the community's future and that the area has positive attributes from both a rental and ownership perspective.

1.2 Residential Land Use

The Proposed Cliff Bungalow Area Redevelopment Plan (1982) proposed three residential land use alternatives for review by Council. This approach was taken because land uses between 4th and 5th Streets were a major issue in the community. The original draft Area Redevelopment Plan (1981) recommended a conservation and infill (RM-2) designation for most of the community with a medium density (RM-5) designation adjacent to 18th and 24th Avenues. It also recommended a review of the operation of 5th Street. As a result, the 5th Street Task Force was established (see Section 1.6.1), and various residential land uses were examined.

The Proposed Area Redevelopment Plan presented three alternative land use proposals for the area adjacent to 5th Street, and between 4th and 5th Streets. It recommended in all alternatives that the residential area adjacent to 5A and Cliff Streets could function as a conservation and infill area. This area is characterized by the large number of original houses in good condition.

The alternatives pertained to the area bounded by the lane west of 5th Street, and the boundary of the C-3(27) district. The basic goal for the area was to provide the most suitable residential land use, given the status of 5th Street and the existing living environment.

1.2.1 Land Use Districts

There were five residential land use designations considered. The RM-4 land use district (9 metre height, 60 units per hectare) was discounted because it offered no advantages compared to other districts. The following districts were proposed.

Single-Family

The retention of the single family detached housing designation (R-1) is proposed for the small parcel adjacent to Mount Royal, because the predominant land use is single-family dwellings on large lots with housing of good quality.

Conservation and Infill

The RM-2 land use district is recommended for the conservation area because it provides for the retention of existing buildings yet allows redevelopment for townhouses and stacked townhouses. The RM-2 conservation and infill district provides for a housing form suitable for family living within the inner city and provides flexibility for new developments, yet maintains a character and scale complementary with the existing 1 1/2 and 2 1/2 storey houses. It would contribute to the character of Cliff Bungalow by maintaining a building of complementary height, form and architectural detailing.

Medium-Low Density Infill

The RM-3 medium-low density district can function as a transition area between a conservation and infill district, and districts of either a residential or commercial use which would have a higher built form. The maximum density permitted is 111 units per hectare. Developments could take the form of townhousing and stacked townhousing and would typically be three storeys. This height would be compatible with the height of older structures in the community.

Medium Density Redevelopment

The retention of the existing RM-5 district is recommended for those parts of Cliff Bungalow which have a predominance of existing RM-5 redevelopment. This district serves as a transition area between adjacent higher density land uses in the Connaught/West Victoria area and the commercial land uses on 17th Avenue to the medium-low residential, and conservation and infill districts. The RM-5 districts in all alternatives are located adjacent to 17th Avenue, and to 24th and 25th Avenues.

The following Alternatives were presented in the proposed Area Redevelopment Plan.

Alternative 1 (see Figure 1)

This alternative included the R-1, RM-2, RM-3 and RM-5 land use districts and was based on the following rationale:

1. The area between 4th and 5th Streets is more suitable for rental accommodation for single adults than for family-oriented residential uses because of the number of existing apartments, and the status of 5th Street. Redevelopment to RM-5 apartments would encourage rental accommodation for single adults.

2. Office conversions would encourage the retention of existing houses, however with a change of land use from residential to commercial.

3. The RM-3 district would allow redevelopment of a scale complementary to the adjacent RM-2 district, and would be functional as a transition from the RM-5 to RM-2 districts.

Guidelines were proposed which encouraged redevelopment to respect the established community's character i.e., building quality and character, landscaping, and adequate parking provision.

Figure 1
ALTERNATIVE 1

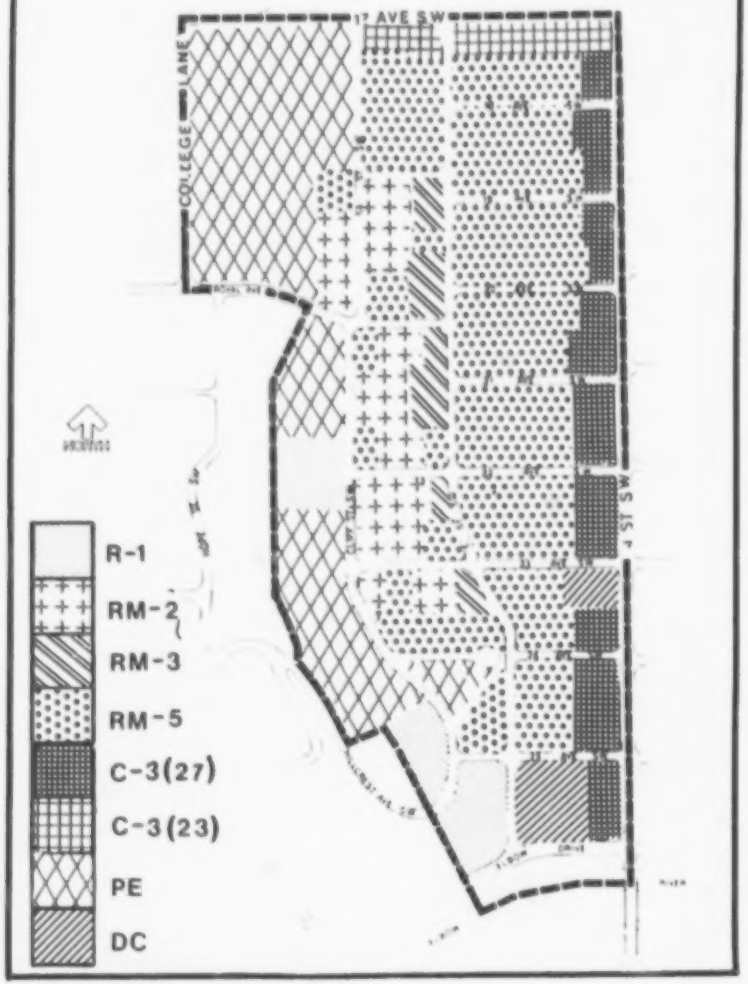
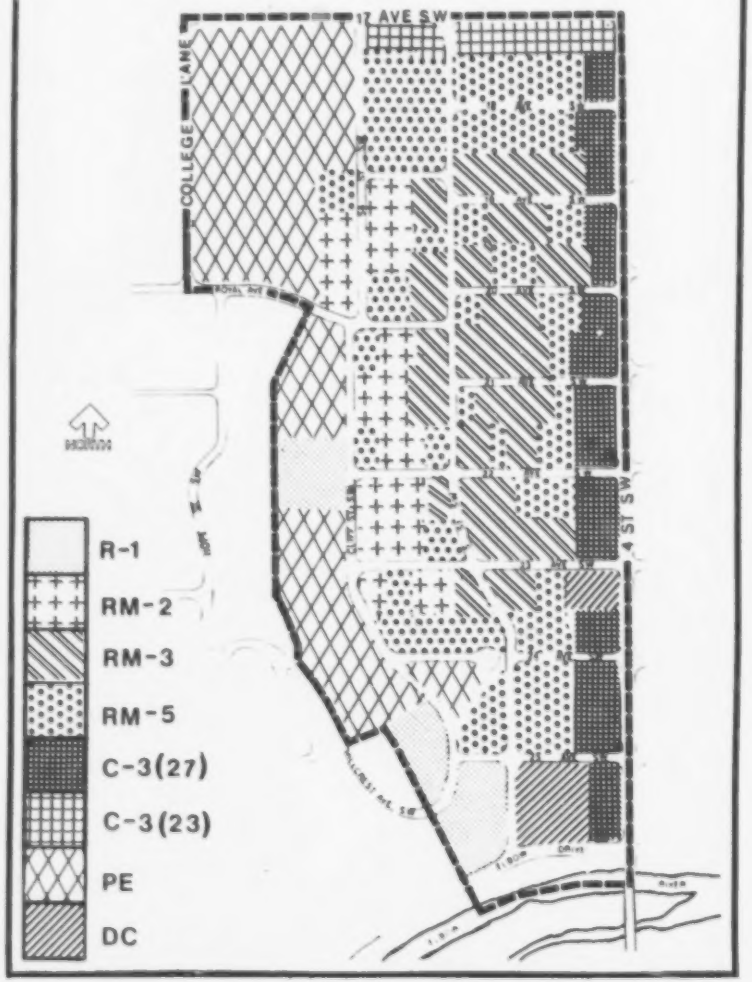


Figure 2
ALTERNATIVE 2



Alternative 2A and 2B (See Figure 2)

This alternative consisted of the R-1, RM-2, RM-3 and RM-5 districts. The RM-3 district has a height limit of 9 metres, and redevelopment guidelines can be used to encourage architectural elements for RM-5 and RM-3 developments which would enhance the existing community's character.

The rationale for the RM-3 medium low density designation between 4th and 5th Streets is to encourage a family-oriented area by providing for the flexibility for single houses, townhouses and stacked townhouse developments. In addition, there is the flexibility for both rental and ownership developments within the RM-3 district.

It is proposed in Alternative 2B that the office conversion policy would be applicable for the RM-3 and RM-5 districts between 4th and 5th Streets only. This would provide for the option for retaining houses by conversions to professional offices.

Alternative 3 (See Figure 3)

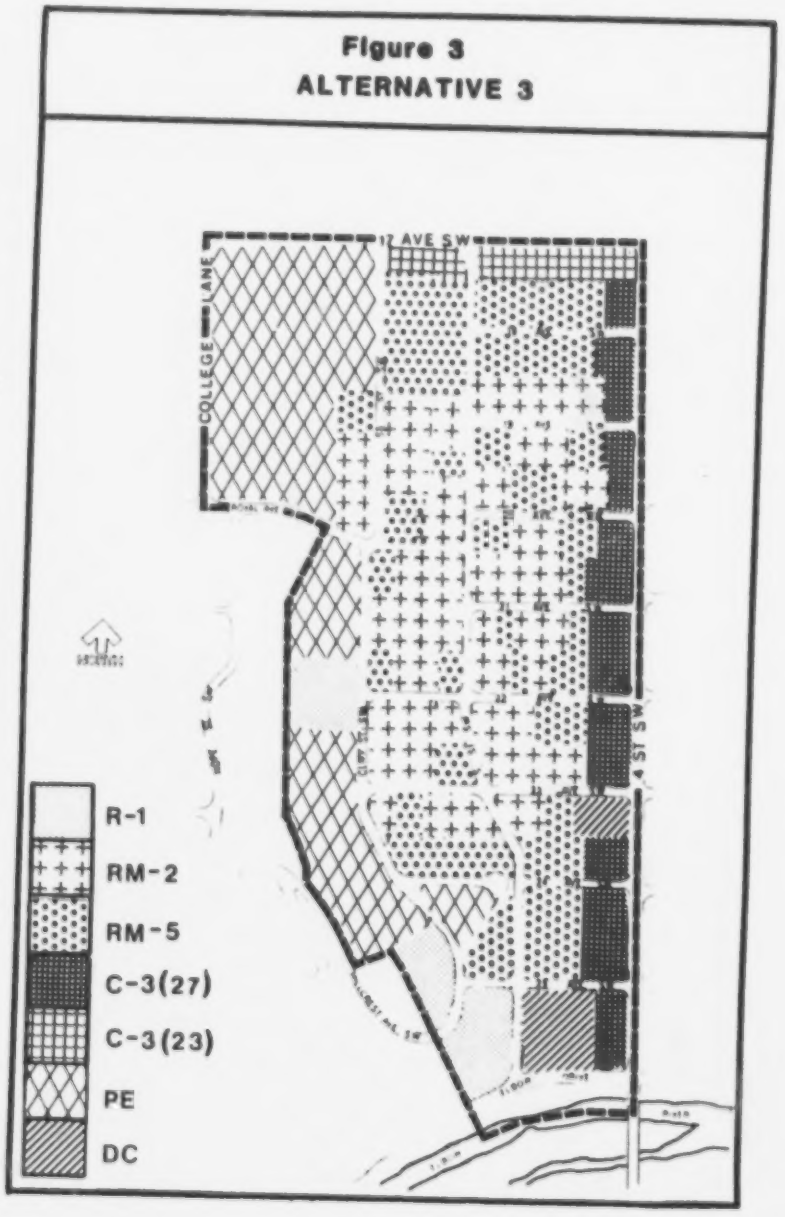
This alternative proposed a conservation and infill land use policy, as per the recommendation in the Inner City Plan. The intent of the conservation and infill policy is to preserve the existing streetscape, while providing an option for small multi-dwelling infill projects.

Medium density development is proposed in the northern section of the community, where it will form a transition area between the commercial uses on 17th Avenue and the high residential densities of Connaught/West Victoria. It is also proposed for the southern edge of the community where apartment redevelopment has already occurred.

Planning Department Recommendation

The Planning Department recommended Alternative 1 in the proposed Plan. At the Public Hearing of February 14, 1983, City Council reviewed the three residential land use alternatives and approved Alternative 3. At the Public Hearing of January 16, 1984, Council reviewed the By-law to redesignate a portion of the community to the RM-2 land use district and approved the RM-2 redesignation by-law for that portion of the community west of 5th Street S.W. The proposed Area Redevelopment Plan was revised to reflect this decision.

Figure 3
ALTERNATIVE 3



The Planning Department recommends Alternative 1 in this Plan. It is felt that the area identified as a conservation area is large enough to function well, and would not be negatively affected by the adjacent higher density uses. The housing stock is also in good repair.

The retention of the existing RM-5 designation between 4th and 5th Streets is recommended because of the large number of existing apartments. These apartments are typically built to the maximum allowable density, and change the character of the streetscape. This area is located between two major roads and would function as a transition area between the conservation and medium-low density areas, and the commercial areas.

The RM-3 district is well-suited to function as a transition area since the three storey (9 metre) height limit is compatible with the 9 metre height limit permitted in the RM-2 district. Redevelopment would be at a density which would not substantially increase traffic in the area.

1.3 Commercial Land Use

1.3.1 4th Street Commercial Land Use

Land Use Policies

The policies recommended in the Plan attempt to implement the policies established in the Inner City Plan.

The Inner City Plan classifies the section of 4th Street between 19th and 26th Avenues as a Regional Pedestrian commercial strip, and the section between 19th and 17th Avenues as a Regional Auto commercial strip. The Plan recommends that 4th Street from 17th Avenue to 26th Avenue be classified a Regional Pedestrian commercial strip.

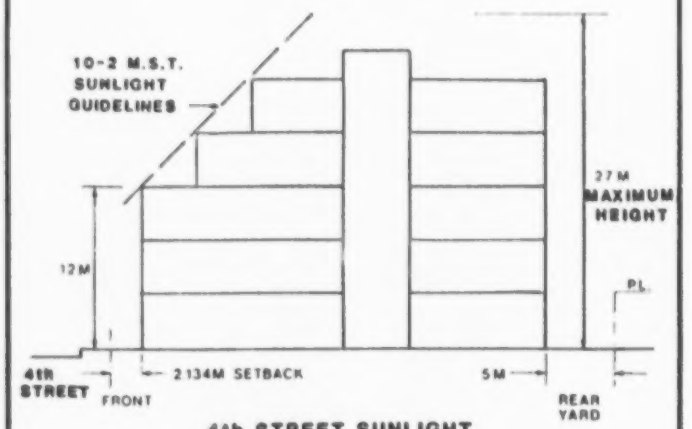
The intent of the policies recommended for 4th Street is to emphasize the pedestrian-oriented character and scale of the street. The recommendations for 4th Street relate to the building scale and intensity of use, the building form, and pedestrian amenities for the streetscape in the public environment.

Land Use District

The existing 3.0 maximum floor area ratio permitted under the C-3 district is to remain because of transportation constraints for 4th Street. Redevelopment densities in excess of 3.0 F.A.R. would increase the probability of traffic congestion, and could therefore, result in roadway channelization and widening.

A maximum building height of 27 metres is proposed for 4th Street and is applied to both the west and east sides of 4th Street. This height is compatible with the low to medium scale of the adjacent residential area in Cliff Bungalow, as proposed in the three alternatives. This height is also intended to provide a pedestrian scale, as recommended in the Inner City Plan, and to allow a reasonable level of sunlight to fall on 4th Street sidewalks between 10:00 a.m. and 2:00 p.m. (M.S.T.) in the spring and

FIGURE 4



4th STREET SUNLIGHT
PERFORMANCE STANDARD

fall. The height limit also provides the developer with design flexibility in meeting the maximum density proposed (see Figure 4).

Redevelopment Guidelines

The intent of the redevelopment guidelines is to ensure an attractive, pedestrian-oriented retail and commercial character for 4th Street. This is achieved by the type of commercial/retail use, and the design of the first floor facade. At-grade building entrances to individual stores, weather protection for pedestrians, and the design of the by-lawed setback contribute to the 4th Street public environment.

The redevelopment guidelines also address the design, location and access to underground and surface parking.

Public Improvements Program

The public environment and specifically the sidewalk is to be upgraded by a public improvements program which would result in an attractive pedestrian shopping area.

1.3.2 17th Avenue Commercial Land Use

The recommendations for 17th Avenue between 4th Street and College Lane implement the Regional Pedestrian Oriented Commercial Strip policy approved in the Inner City Plan.

Land Use District

The A.R.P. recommends a C-3(23) land use district for 17th Avenue. The issues of commercial densities and building heights were addressed through:

1. A consultant's study to determine the densities which could be accommodated under certain sunlight performance standards;

2. The recommendation of the Transportation Department regarding transportation constraints that affect the commercial densities that should be allowed on 17th Avenue;

3. The merchants' and consumers' surveys, and public response to planning concepts presented at the 17th Avenue Open House.

On the basis of a thorough analysis conducted in a special study of 17th Avenue, a C-3(23) land use district (3 F.A.R., height limit of 23 m, 6 to 7 storeys) was considered appropriate for the following reasons:

1. The Transportation Department has indicated that 3.0 F.A.R. is the maximum density that should be permitted due to existing capacity constraints on 17th Avenue at the major intersections;

2. The concern that substantial road channelization or widening would reduce the desirability of the pedestrian oriented character of 17th Avenue;

3. If a density increase were permitted, there is evidence that the 1:46 m^2 parking standard could not be met on typical 17th Avenue sites due to geophysical site constraints. The Transportation Department recommended retention of the 1:46 m^2 parking standard;

4. An indication that the sunlight performance standard for sites on the south side of 17th Avenue could be met with a building height of 6-7 storeys while still allowing the developer significant design flexibility in meeting the maximum density of 3.0 F.A.R.;

5. The public's preference for building heights in the order of 5-7 storeys, and support for the preservation of sunlight on public park spaces and north sidewalks;

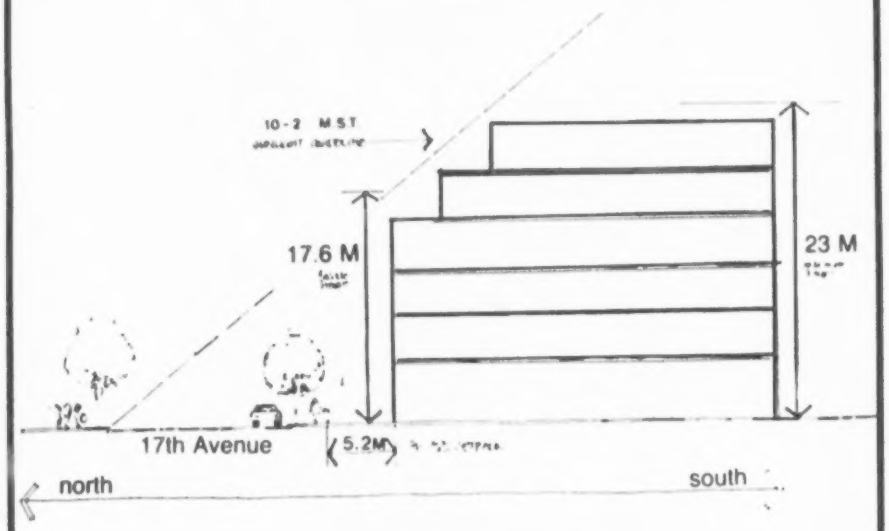
6. The perception that a building height of 6-7 storeys was very important in preserving the pedestrian scale of the Avenue and also to create a shopping street atmosphere different from the Downtown;

7. The evidence that land use districts proposed for the Downtown provide for in excess of a 20 year supply of office space in the Downtown and south Downtown, and the fact that 17th Avenue and other Inner City commercial strips are less than one-third developed to the maximum 3 F.AR. For example, commercial strips such as 4th Street S.W. and 17th Avenue combined offer an estimated 510,590 m^2 (3.5 million sq.ft.) of undeveloped office space potential;

8. The importance of a height limit and density that would minimize the impact of commercial developments on the adjacent low and medium density residential communities to the south of 17th Avenue, that is, through traffic, spillover parking and transition in building height.

FIGURE 5 17th AVENUE REDEVELOPMENT GUIDELINES

FIGURE 6



17th AVENUE SUNLIGHT PERFORMANCE STANDARD

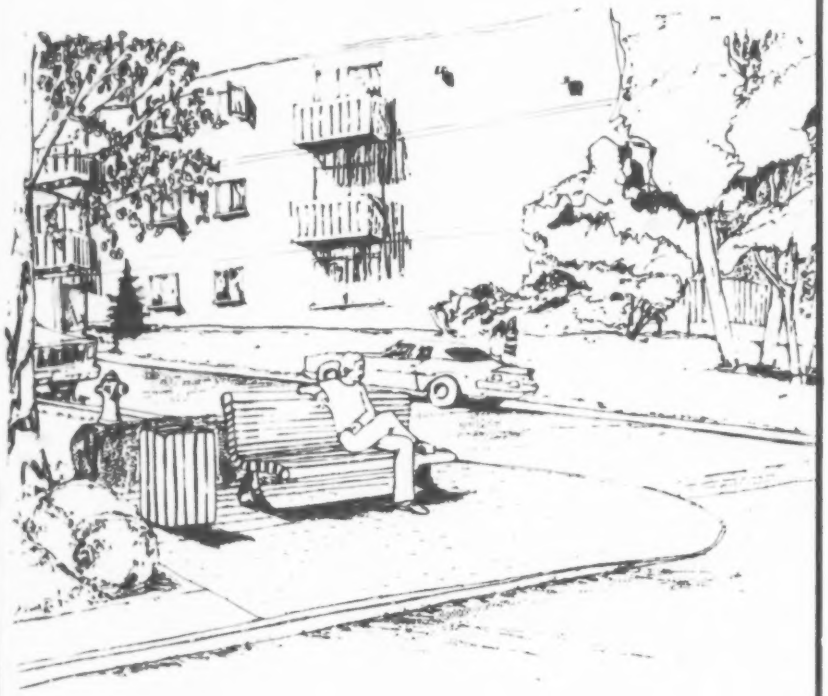
Redevelopment Guidelines and Public Improvements

The redevelopment guidelines for 17th Avenue are intended to support the regional pedestrian oriented shopping street policies for 17th Avenue. Emphasis has been placed on the nature of land uses, building height and form, the treatment of retail and restaurant uses at grade, and the design of parking and by-lawed setback areas. In addition, a 10:00 a.m. - 2:00 p.m. (M.S.T.), March 21 to September 21 sunlight standard is proposed for sites on the south side of 17th Avenue only. This particular standard is recommended because it corresponds to the time period of greatest pedestrian activity on 17th Avenue.

Public improvements have also been proposed for 17th Avenue to be developed within the existing right-of-way. These improvements are intended to enhance the pedestrian environment by utilizing street trees, attractive light standards, new sidewalk construction with brick pavers, and benches.

FIGURE 7

SEATING NODE FOR LINDSAY PARK LINK



1.4 Office Conversions

The issue of office conversions is not specific to any one community, but is common to the entire inner city. At present, no legal office conversions exist in Cliff Bungalow. However, office conversions are proposed in the adjacent communities of Lower Mount Royal and Connaught/West Victoria.

The demand for office conversions is expected to continue. The policy proposed in the Plan allows conversions with specific redevelopment guidelines which would not detract from the overall character of the community.

In order to limit the spread of office conversions, the Plan proposes that only residential structures between 4th and 5th Streets be considered for office uses. In order to limit the amount of commercially-generated traffic, medical offices are not permitted.

By-law Amendments

In order to provide that each application for an office conversion is thoroughly reviewed, a public hearing to amend the Land Use By-law 2P80 would be required.

The office use is added to the residential district (i.e., RM-5 or RM-3) and is confined to the life of the structure. Should the existing structure be destroyed or demolished, the land retains its residential guidelines.

1.5 Open Space and Recreational Facilities

There is a small park adjacent to 24th Avenue, and two school grounds on the edge of the community. The provision of open space is less than the City standard for the community's population, however the Plan proposes that only the Cliff Bungalow School site should be purchased for open space, if the school is closed. Improvements to the small triangular park are also proposed so that it could have more play facilities and therefore be more intensively used.

It is proposed that an east-west pedestrian corridor be established to provide a safe and well-defined pedestrian connection between Cliff Bungalow and Lindsay Park, which is a major open space. This "Lindsay Park Linear Park Link" will be composed of a coordinated signage system, and other improvements within the public right-of-way (e.g., landscaped seating nodes as illustrated in Figure 7). The pedestrian system would originate in Lower Mount Royal.

1.6 Transportation

The Transportation recommendations proposed in the plan during the planning process, the traffic volumes and operation of 5th Street were identified by the community as a major concern. The major impacts of 5th Street identified by the community were:

(a) traffic volumes

(b) traffic noise and vehicular speed for a residential community, and;

(c) shortcutting traffic on residential avenues through Cliff Bungalow.

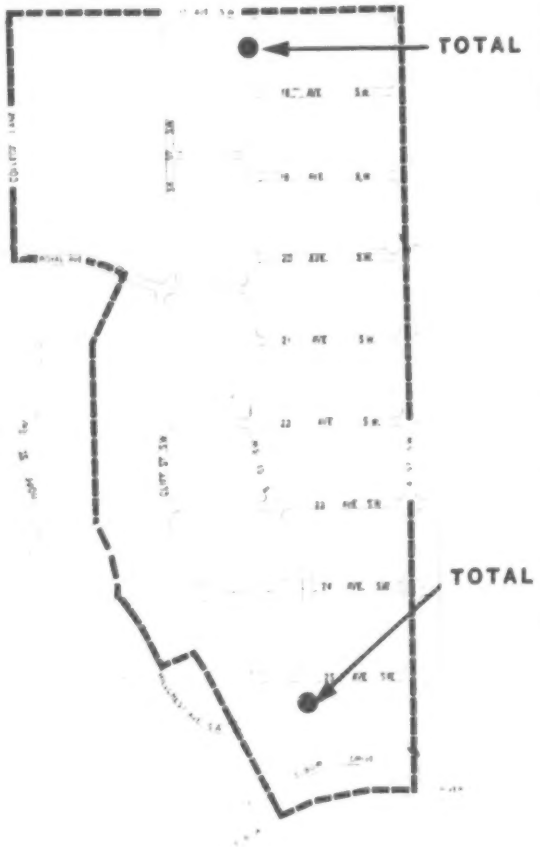
In order to quantify the impact of 5th Street on the adjacent residential areas, two characteristics, frequency of accidents, and noise generation, were analyzed. In comparing the total number of vehicular accidents and pedestrian-vehicular accidents before and after the opening of the 5th Street subway, the frequency of accidents has not significantly increased.

The impact of noise levels has a more direct effect on the community. Noise levels on the adjacent front yards are in excess of C.M.H.C. and City of Calgary standards. The Proposed Noise Policy currently being prepared by the Transportation Department recommends that noise levels should not exceed 60 dB(A) Leq (24) for outdoor recreation areas. Data collected in October, 1980 indicates a range of 40 dB(A) to 65.9dB(A) between three sites, a side yard, a front yard, and a rear yard. The data indicates that the noise level at the face of front walls adjacent to 5th Street exceeds the C.M.H.C. standard 100% of the day, and exceeds the proposed City of Calgary standard 85% of the day. The policy being prepared by the Planning Department recommends that the interior DNL should be 45dB(A) Leg (24). In older areas subjected to high noise levels, this is best handled by architectural acoustic treatment or during redevelopment.

Traffic volumes on 5th Street increased significantly after the opening of the 5th Street subway, but are not projected to increase substantially in the next twenty years (Figure 8).

FIGURE 8

SUMMARY OF P.M. PEAK TRAFFIC VOLUMES ON 5th STREET



TRAFFIC VOLUME ON 5th STREET (SOUTH OF 17th AVENUE)

Time	Before opening of under pass, Oct/79	After opening of under pass Mar/80	Change from Oct/79 to Mar/30	July 1981	Change from Mar/80 to July/81	1991 Projection	Change from July 1981 to 1991 Projection
A.M. peak	432	789	+ 83%	670	- 15%	--	--
P.M. peak	970	1461	+ 51%	1580	+ 21%	2000	+ 27%
6 hour total*	3662	6165	+ 68%	5930	- 4%	--	--
24 hour total				14,480			

TRAFFIC VOLUME ON 5th STREET (SOUTH OF 25th AVENUE)

Time	Before opening of under pass, Oct/79	After opening of under pass Mar/80	Change from Oct/79 to Mar/80	July 1981	Change from Mar/80 to July/31	1991 Projection	Change from July 1981 to 1991 Projection
A.M. peak	292	391	+ 34%	564	+ 44%	--	--
P.M. peak	1126	1334	+ 18%	1885	+ 41%	1825	- 3%
6 hour total*	3691	4730	+ 28%	5917	+ 25%	--	--
24 hour total				14,648			

NOTE:

The figures for the 1991 Projections assume modal split projections, population projections, and transportation facilities that are proposed and should be in place by 1991.

*(7-9 a.m., 11 a.m. - 1 p.m., 4-6 p.m.)

1.6.1 5th Street Task Force

Following the circulation of the draft Cliff Bungalow A.R.P. in June, 1981, conflicts in the perception of the role of 5th Street by the Transportation Department, Planning Department, and Community Association, resulted in the creation of the 5th Street Task Force. The Task Force was established in September, 1981, with representatives from the three groups. The objectives of the Task Force were:

1. To review the traffic operations on 5th Street (assuming a one-way southbound operation and a major road designation), in an attempt to reduce the impact of the roadway on adjacent residential properties with an emphasis on off-peak hours (i.e., evening and night);

2. To review the 2nd, 4th and 5th Street system using the alternatives described in the original Transportation Department's study to determine if other alternatives would better meet the objective of conservation in Cliff Bungalow while meeting the objectives of the transportation system.

3. To review land use options based on the transportation system recommended as a result of the review and to determine the most appropriate land use.

Many operational mechanisms and alternative schemes were evaluated by the Transportation Department. The Planning Department analyzed several land use alternatives ranging from conservation to medium density residential redevelopment. The main findings of the Task Force were as follows:

Transportation Department

1. An alternative whereby 5th Street would operate one-way southbound in the peak hours and two-way in the off-peak hours was discounted due to the high probability of wrong way movements due to lane reversals, and the lack of pedestrian safety.

2. Alternatives whereby 5th Street would function as a two-way street were discounted because:

   (a) all three lanes would be required for moving traffic, thereby increasing traffic volumes and requiring the removal of parking from 5th Street;

   (b) traffic congestion on 17th Avenue, 4th Street and 2nd Street would be increased to the point where several signalized intersections would be over capacity; and

   (c) left turns would have to be restricted.

3. The Transportation Department concluded that the existing 5th Street operation offers the most suitable solution for local traffic and the transportation network to the year 1991, given the 4th/5th/2nd Street system currently in place.

Planning Department

1. The evaluation of potential land uses dismissed high and low density residential, and commercial alternatives. These were rejected due to incompatibility with the intent of the conservation policy, existing narrow lot widths, and major impacts on the roadway system.

2. Characteristics of different land uses were compared, and it was concluded that the two characteristics which would have the greatest impact on Cliff Bungalow were density and building form.

3. The Planning Department recommended the retention of the proposed RM-2 land use designation adjacent to 5th Street because it is the most compatible with the conservation policy and none of the other designations analyzed would provide a more suitable residential environment.

Recommendation

As a result of the meetings including the Community Association representatives, the Transportation and Planning Departments affirmed the following:

1. The retention of the existing one-way operation for 5th Street; and

2. The conservation land use policy for Cliff Bungalow.[1]

[1] The Planning Department has since developed three alternatives, one of which is the conservation policy for Cliff Bungalow. However, the recommended alternative of the Planning Department is no longer conservation for the entire community.

The completed Planning Department and Transportation Department reports resulting from the 5th Street Task Force are available for review in the Planning Department Library.

1.6.2 Parking Congestion

A parking survey of avenues between 4th and 5th Street conducted in November, 1980, by the Transportation Department identified that peak week-day parking congestion on the avenues occurred primarily in the morning and early evening when 60-95% of the available parking was occupied, and on avenues close to 17th and 26th Avenues, 90-100% of the available parking was occupied primarily by short-term parking throughout the day. Parking congestion during the evening hours is primarily attributed to restaurant operations on 4th Street. The pattern of short-term parking indicates non-local patrons frequenting either medical or commercial offices on 4th Street.

The continuation of the two-hour parking restriction policy would limit long-term parking from commercial uses in a residential area.

The parking improvement areas are proposed on two avenues and would provide approximately a 35% increase in short-term parking on those streets which require more parking to serve resident and merchant functions. The parking improvement areas would utilize angle parking and a system of one-way streets. These streets will be identified by the Transportation and Planning Departments in

conjunction with the community. Public surface lots are not desirable in the community because they disrupt the residential character, are incompatible with some of the goals for a residential area, and are a very costly solution to parking congestion.

The recommendation for the area west of 5th Street is that the Transportation Department work jointly with the Community Association to prepare a policy to ameliorate on-street parking congestion. This was recommended to facilitate existing methods, such as block petitions for the 2 hour parking zone, etc.

1.7 Financial Statement

Descriptions and cost estimate for all community improvements proposed in the Area Redevelopment Plan are in Table 1. The estimates are in 1982 dollars.

TABLE 1

CLIFF BUNGALOW PUBLIC IMPROVEMENTS			
TASK	PRIME RESPONSIBILITY	TIME FRAME	COST (1982 $)
1. 4th Street Improvements	Engineering and Planning	1983-1985	527,500
2. 17th Avenue Improvements	Engineering and Planning	1983-1985	317,670
3. Lindsay Park Link	Parks/Recreation	1983-1984	20,000
4. Parking Improvement Areas	Transportation	1983-1985	350,000
5. 24th Avenue	Parks/Recreation	1983-1986	To be determined
TOTAL			$1,215,170

1.7.1 4th Street Public Improvements

The cost estimate for public improvements is based on an average of $646 per metre or $197.00 per lineal foot for a 3 metre (10 foot) wide sidewalk. Under a Local Improvement By-law, 50% of the costs can be charged as a tax assessment to the property owners over a fifteen year period. The City would determine the charge and the interest rate.

The 50:50 cost share formula was considered appropriate since both property owners and the City as a whole would benefit.

The first phase for public improvements would be from 21st to 26th Avenues, and the second phase would be from 17th to 21st Avenues.

TABLE 2

4TH STREET PUBLIC IMPROVEMENTS		
Itemized By:	Item	Cost (1982 $)
Community	Cliff Bungalow Mission	527,500 527,500
Phase of Construction	Phase I Phase II	615,000 440,000
Lineal foot for 10 foot wide sidewalk	Total Cost 50% Share Cost to Property Owners*	197/lin.ft. 99/lin.ft. 18/lin.ft.

* Based on 50% cost sharing formula and a 15 year amortization period.

1.7.2 17th Avenue Public Improvements

The public improvements costs for 17th Avenue are similar to 4th Street public improvements. Table 3 indicates a cost breakdown for public improvements for the entire 17th Avenue Study Area. The cost of the improvements for Cliff Bungalow are estimated to be $317,670.

The funding of the 17th Avenue public improvements is proposed to be implemented by a Local Improvement By-law, with a 50:50 cost sharing by property owners and the City.

TABLE 3

17TH AVENUE PUBLIC IMPROVEMENTS		
ITEMIZED BY	ITEM	COST[2] 1982
Community	Lower Mount Royal Cliff Bungalow Mission Connaught/West Victoria	$766,000 $317,670 $494,090 $1,595,020
Phase of Construction	Phase I Phase II	$2,274,730 $898,050
TOTAL		$3,172,780
Lineal Foot of Improvement	Total Costs 50% Share Assessment Charge[3]	$220 $110 $19

1 Includes a 15% contingency amount.
2 Includes a 20% contingency amount.
3 Based on 50% share of total costs, and 15 year amortization.

1.8 An Analysis OF Future Development Potential

The maximum potential population that could be accommodated in Cliff Bungalow in each of the three alternatives is shown in Table 4. The total population density per hectare for each alternative is also indicated. With the implementation of the office conversions, these population totals may not be achieved in the near future. Since some of the office conversions would be an interim use pending redevelopment, the office conversion policy may affect the time required to attain the maximum population for the area.

TABLE 4

SUMMARY OF POTENTIAL POPULATION FOR CLIFF BUNGALOW FOR ALL ALTERNATIVES

	Potential Units	Projected Population	Total Population * density/hectare
Alternative 1	2240	3763	300
Alternative 2	1760	3000	240
Alternative 3	1518	2550	200

Assumption: 1.68 occupancy rate for each apartment (from 1981 City of Calgary Census).

* based on number of net hectares of residential land.

The 1981 population of Cliff Bungalow was 2,204.

2.0 COMMUNITY PROFILE

2.1 Community History

The Cliff Bungalow area was originally owned by the Canadian Pacific Railway as part of its large holdings in the Mount Royal area. This tract included land south of 17th Avenue, between 4th Street and 14th Street S.W.

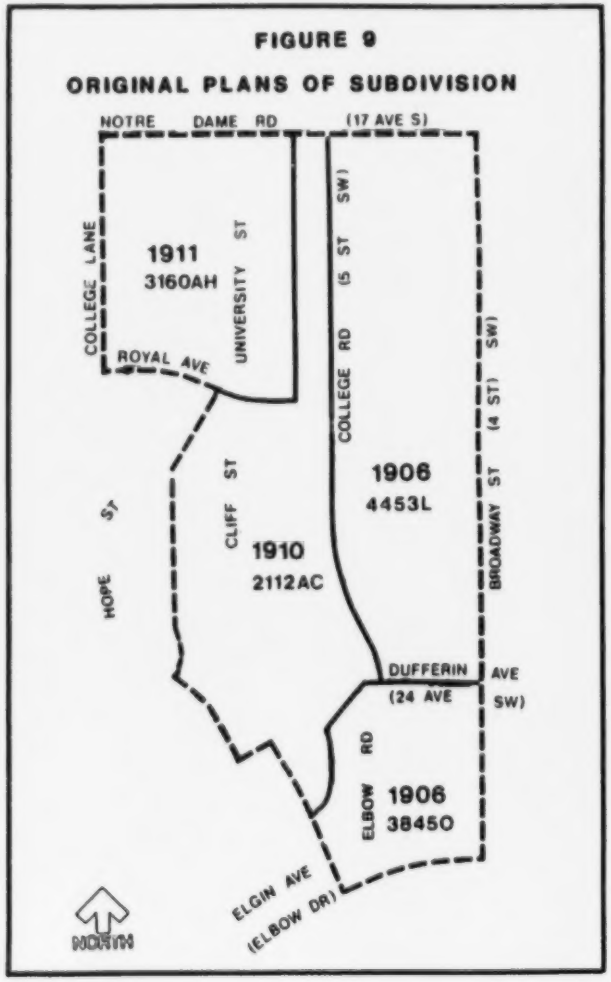
Between 1905 and 1912, Calgary experienced a significant boom period, growing in population from an estimated 5,000 people in 1905 to 44,000 people in 1914. The boom was sustained by a number of economic incentives including the announcement by CPR of the construction of the Odgen railway shops, the discovery of oil in the Turner Valley, and the anticipated arrival of two additional railways, the Canadian Northern, and the Grand Trunk Pacific. Most of Cliff Bungalow was developed between the years of 1907 and 1912 and the original plans of subdivision for the area are shown in Figure 9.

The high demand for residential housing during this period resulted in the development of communities such as Roxboro, Elbow Park, Windsor Park, Mount Royal, Elboya, and Glencoe. The area east of Cliff Bungalow, known today as "Mission", had previously been established as a village in 1899 and was annexed in 1907.

Western Canada College was established in 1903 as an all male non-denominational private school, one of six then present in Calgary. Financial difficulties resulted in closure of the school in 1924, and it was purchased by the City of Calgary Public School Board in 1926. By 1920, the Cliff Bungalow Elementary School was built on Cliff Street and served the community.

FIGURE 9

ORIGINAL PLANS OF SUBDIVISION



Development in the community during the 1920's to the end of the 40's consisted of single family wood frame houses, two family housing and small apartment buildings. In 1935, much of the Cliff Bungalow area was zoned to permit apartment development. Since then, numerous apartments of varying size were built, particularly in the area between 4th and 5th Streets. The housing along Hillcrest

Avenue has retained a single family residential designation and has remained of a scale and character more typical of Mount Royal than Cliff Bungalow.

2.2 Potential Heritage Sites

There are no designated Provincial Historic Sites in Cliff Bungalow, however there are seven potential heritage sites of municipal interest. These sites are currently being evaluated, and additional sites may be added to the list. The potential heritage sites are located in Figure 10 and are as follows:

Location No.	Site
1.	Red Cross Children's Hospital, 1914 522 - 18 Avenue S.W.
2.	Yale Apartments, 1910 2121 - 5 Street S.W.
3.	William Aberhart House, 1927 2505 - 5 Street S.W.
4.	Adult Education Day Care (originally Holy Angels School), 1919 2325 Cliff Street S.W.
5.	Cliff Bungalow School, 1920 2201 Cliff Street S.W.
6.	Western Canada High School, 1929 641 - 17 Avenue S.W.
7.	Tivoli Theatre, 1936 2015 - 4 Street S.W.

FIGURE 10
POTENTIAL HERITAGE SITES

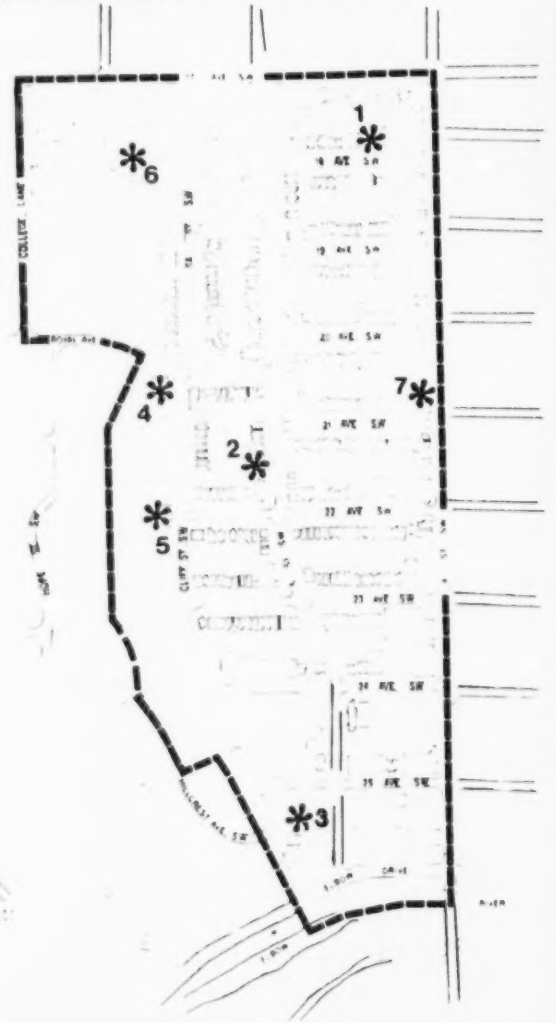
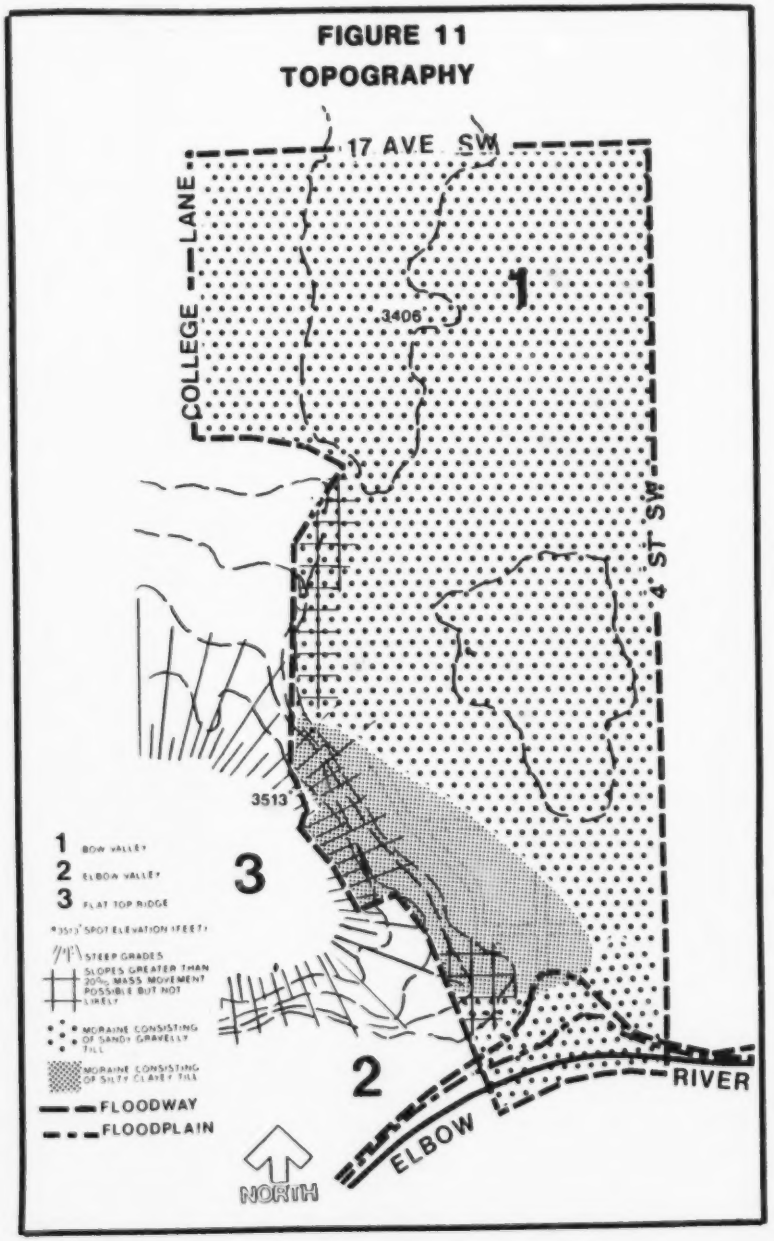


FIGURE 11

TOPOGRAPHY



2.3 Physical Structure

The western boundary of Cliff Bungalow is formed by the escarpment, which is the most significant physical feature in the community. This escarpment area is important to the community as a recreational and open space resource. The height of the escarpment is approximately 28 m (92 ft.).

Since the construction of the Glenmore Dam and Reservoir, the probability of the area being flooded by the Elbow River has been greatly reduced (see Figure 11). Flooding from the 100 year storm would affect only the Safeway site and Elbow Drive.

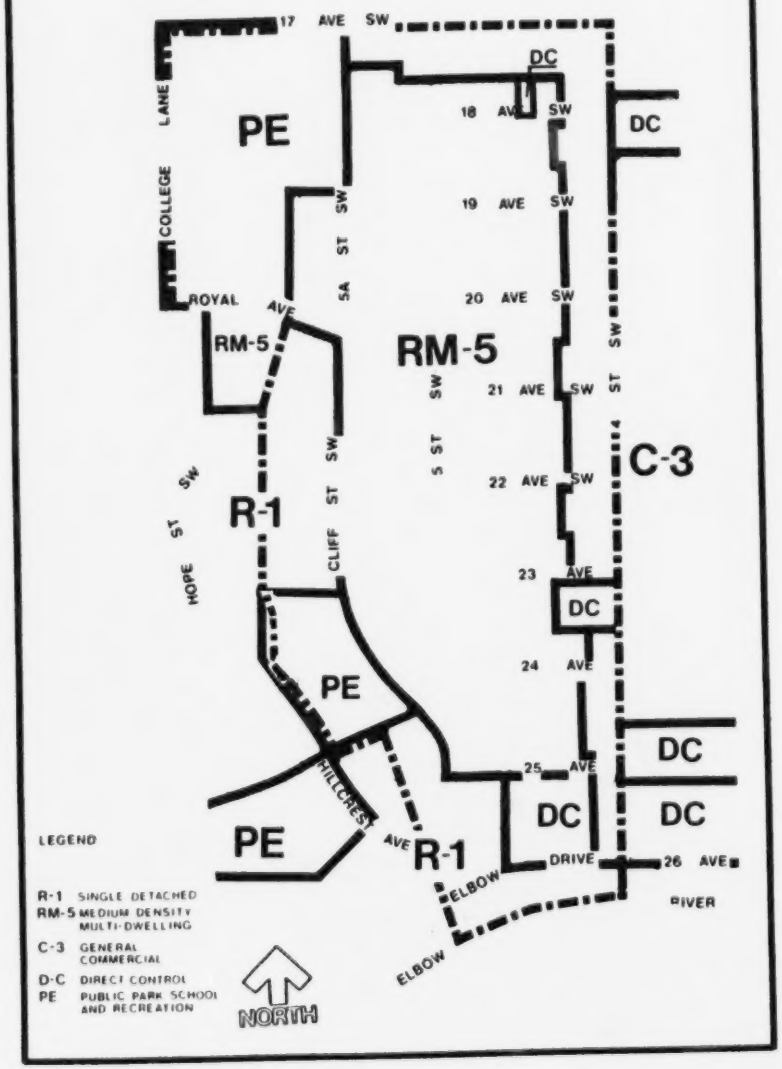
2.4 Existing Land Use Districts

The Cliff Bungalow community currently has five land use districts guiding development in the area, as illustrated in Figure 12. The existing RM-5 district applies to over half of the community and allows for the development of apartment buildings to a maximum of four storeys. Western Canada High School and the open space area south of Cliff Bungalow Elementary School are designated PE (Park and Education). The C-3 (General Commercial) district is located along 17th Avenue S.W. and 4th Street S.W. This district provides for a variety of commercial enterprises including retail, personal services, entertainment, automotive, medical, and educational. The building height allowed for this district is 46 metres.

A small portion of the community along Hillcrest Avenue is designated R1 (Residential Single Detached). Within this district is located the Cliff Bungalow Elementary School and the Adult Day Care Centre. The Calgary Board of Education owns the land and the Cliff Bungalow School fee simple.

The two Direct Control (D.C.) districts in Cliff Bungalow are the Mission Professional Centre located at 2304 - 4th Street (AM #2207/LUCG #8546) and the Safeway site at 5th Street and Elbow Drive (AM #1763/LUCG #7679).

FIGURE 12
EXISTING LAND USE DISTRICTS



2.5 Existing Land Use

The generalized land use pattern in Cliff Bungalow is shown in Figure 13. Although land uses tend to be dispersed throughout Cliff Bungalow, there are some definite land use trends and patterns. (Figure 14). Cliff Bungalow is composed of approximately 25.3 net hectares (62.5 net acres).

2.5.1 Residential

Residential development accounts for 31.4% of the community's area (including single family and duplex/ conversions). Since 1935 when apartment development was first permitted, 17.8% of the community's area has been rebuilt with low-rise apartment structures. These apartments are dispersed throughout the community.

2.5.2 Schools and Parks

The largest land use component is the public and quasi-public land use which includes educational and institutional facilities, and is an identifiable public area which separates Cliff Bungalow from Mount Royal to the west. The escarpment to the south of Cliff Bungalow School continues this separation. Cliff Bungalow has a relatively large proportion of open space (6.6%) compared to other inner city communities.

2.5.3 Commercial

The commercial and retail component occurs along 17th Avenue and 4th Street and is approximately 16% of the community's land use. The strip does not consist of continuous commercial development, but contains breaks due to vacant land and residential houses.

FIGURE 13
GENERALIZED LAND USE PATTERN

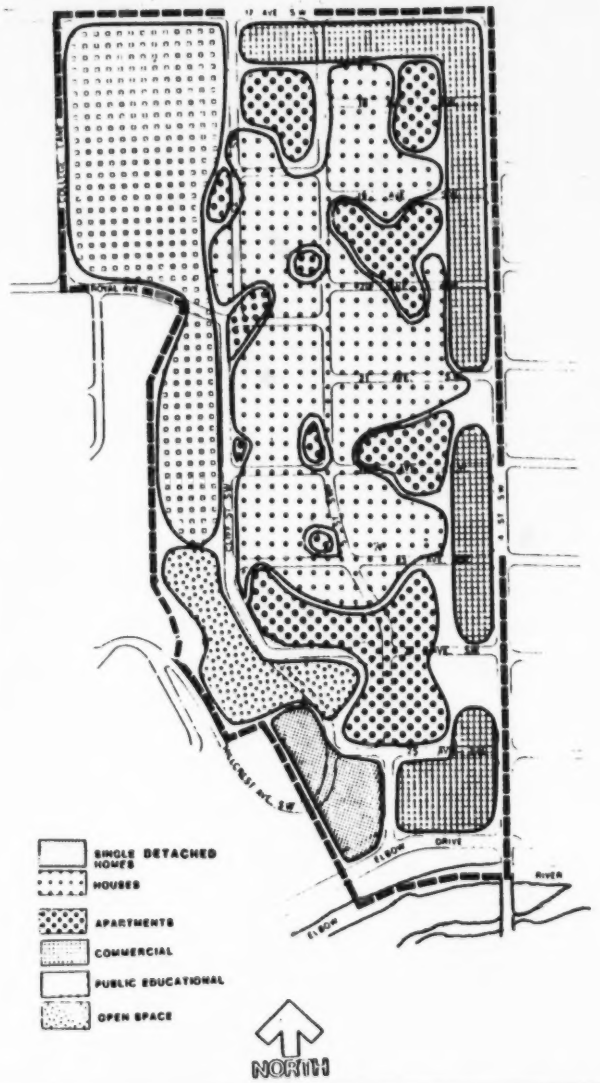
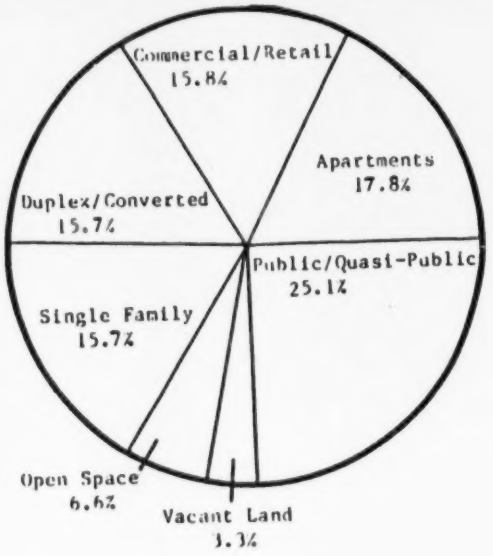


FIGURE 14
EXISTING LAND USE DISTRIBUTION



Cliff Bungalow
Land Use by Area

Total Cross Area* - 35.91 ha (89.79 acres)
Total Net Area = 25.29 ha (63.24 acres)
Gross Density = 51.6 P.P. ha.
Net Density = 73.1 P.P. ha.

Land Use Type	Net Area-Hectares (Acres)	Percent of Total Net Area
Single Family	3.98 (9.94)	15.71
Duplex/Converted	3.96 (9.90)	15.66
Apartments	4.49 (11.24)	17.78
Public/Quasi-Public	6.35 (15.89)	25.13
Open Spaces	1.67 (4.19)	6.62
Commercial/ Industrial/Retail	4.01 (10.01)	15.82
Vacant Land	.83 (2.07)	3.28
Total	25.29 (63.24)	100%

Source: City of Calgary Planning Department 1980
* Total Gross Area refers to the land area including road and lanes.

2.5.4 Vacant Lands

In 1981, a little over 3% of the land was vacant, of which the major portion was land assembled for commercial development.

2.6 Demographic Characteristics

The total population for Cliff Bungalow in 1981 was 2,204 persons. The main elements shaping Cliff Bungalow's social structure include:

- a large young adult population;
- a small and declining pre-school population;
- a declining average household size.

2.6.1 Age Structure

Cliff Bungalow's population structure is typical of an inner city community (Figure 15). Thirty-five percent of the population are in the 20-30 year old age category, which contrasts with the Calgary average of 20%. The senior citizens are a prominent group representing 16% of the community's population, compared to the Calgary average of 7%. A third group, indicative of the family structure of the community, is the school age (0-14 years). Just one-tenth of the population is of school age compared to 25% of the City as a whole.

2.6.2 Family Structure

The 1976 Canada Census indicates that 319 of every 1000 households in Cliff Bungalow and Mission communities were "family-oriented" meaning married couples with or without children, or single parents with children.

FIGURE 15
AGE-SEX PROFILE

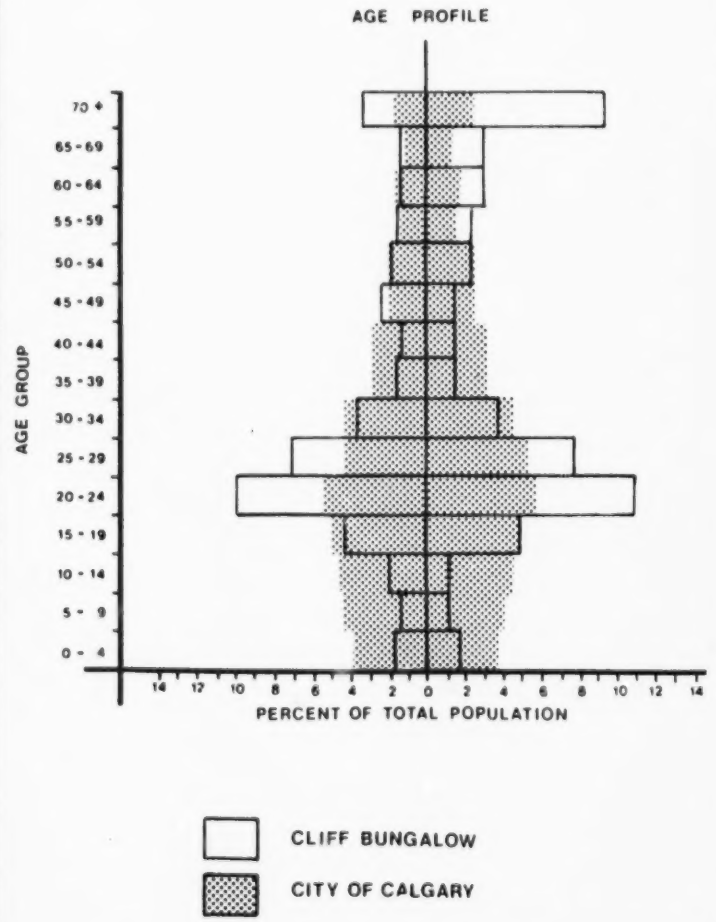


FIGURE 16

PRE-SCHOOL POPULATION

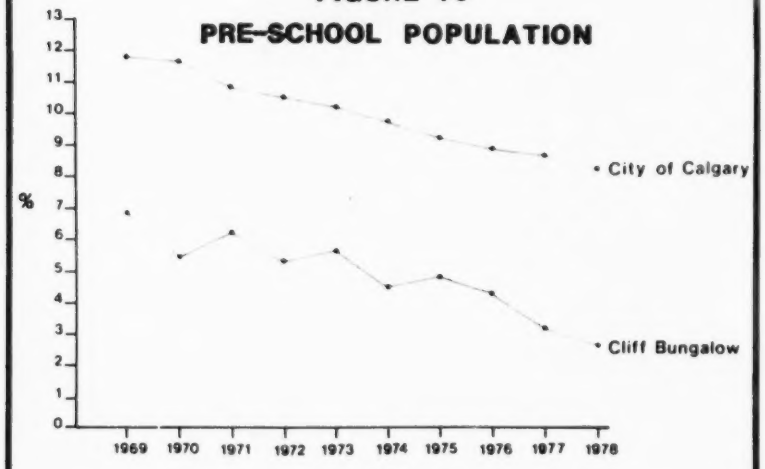


TABLE 2

PERCENT (%) OF PRESCHOOLERS (TOTAL SAMPLE POPULATION), THE CITY OF CALGARY, CLIFF BUNGALOW COMMUNITY

1969 - 1978

AREA	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978
Cliff Bungalow	6.9	5.4	6.1	5.3	5.6	4.4	4.8	4.3	3.1	2.7
Calgary	11.9	11.6	11.9	11.5	11.2	9.6	9.1	8.9	8.4	8.2

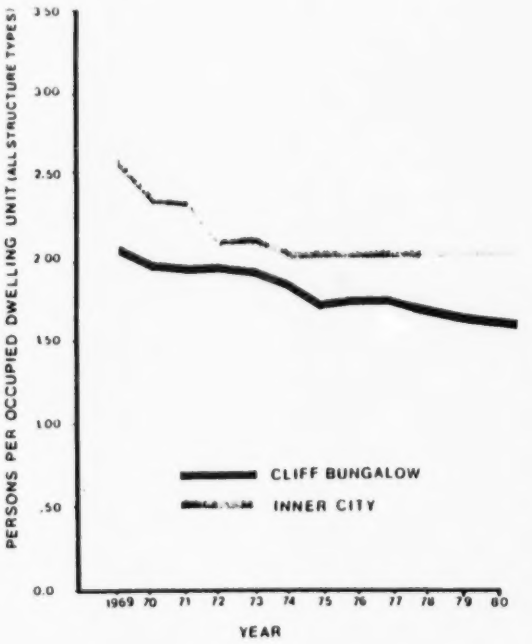
Another indicator of family structure is the number of preschool children. The preschool population of Cliff Bungalow has been less than the City average since 1969, and has been slowly declining (Figure 16).

2.6.3 Household Characteristics

Between 1969 and 1978, the number of dwelling units in Cliff Bungalow increased by 20% from 1,011 units to 1,215 (Figure 17). During 1969 to 1980 the occupancy rate declined from 2.05 to 1.62 persons per dwelling unit, with the result that the population decreased by 7.3% from 2,025 to 1,886 persons. Due to new apartments and condominia, the population increased in 1980 (1,925) and 1981 (2,204). This trend of a decreasing occupancy rate is not unique, and most of the inner city communities have experienced this.

FIGURE 17

AVERAGE HOUSEHOLD SIZE



PERSONS/OCCUPIED DWELLING UNITS

Structure Type \ Year	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980
Single Family	3.36	2.76	2.99	3.01	2.91	3.00	2.52	2.78	2.84	2.54	2.58	2.61
Duplex	2.38	2.30	2.19	2.25	2.12	2.19	1.88	1.90	1.69	1.68	2.11	1.43
Converted Structure	1.92	1.90	1.91	1.78	1.83	1.74	1.72	1.68	1.69	1.67	1.63	1.59
Apartment	1.71	1.76	1.71	1.75	1.69	1.61	1.45	1.51	1.52	1.47	1.45	1.47
Other	5.77	4.63	2.10	2.75	3.40	3.33	9.33	17.00	13.25	4.00	13.25	14.25
ALL STRUCTURE TYPES	2.05	1.88	1.84	1.85	1.81	1.86	1.68	1.72	1.73	1.66	1.63	1.62

2.6.4 Vehicle Ownership

The number of vehicles per dwelling unit is lower than the City average. The community average for all dwelling types is .75 vehicles per dwelling unit, compared to the City average of 1.36 vehicles per dwelling unit.

2.7 Dwelling Type

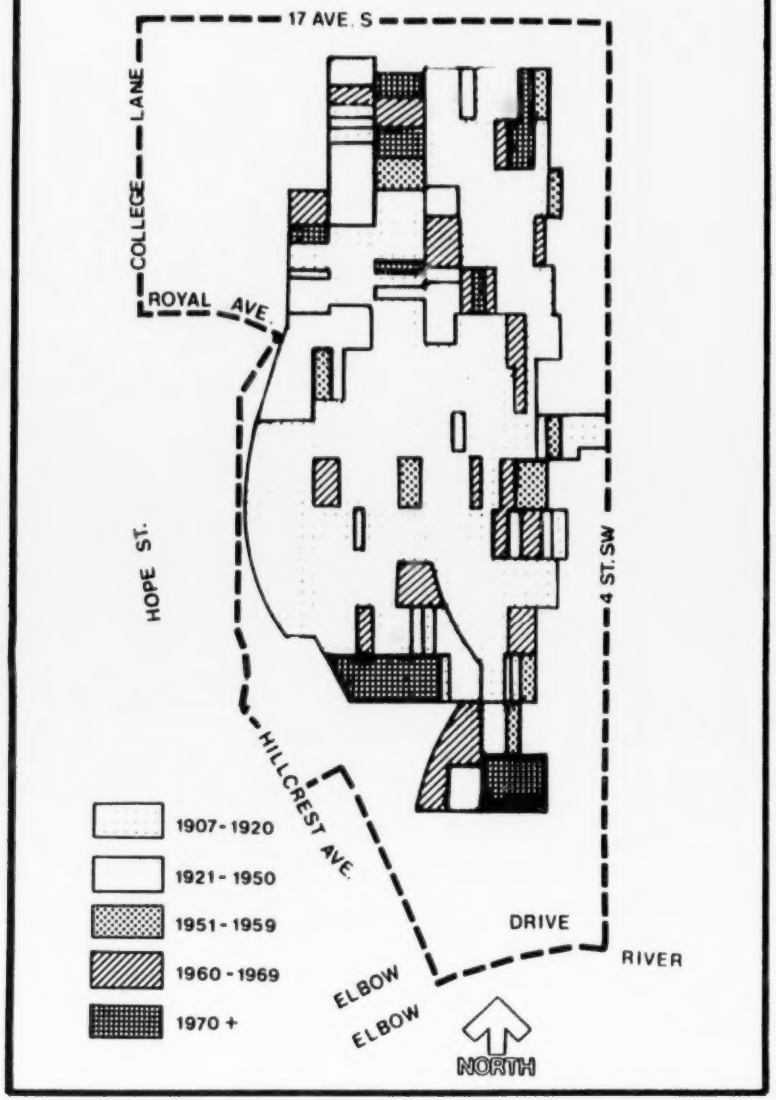
2.7.1 Dwelling Types

Cliff Bungalow contains 242 residential structures located within areas designated residential by the Land Use By-law 2P80 (i.e., those areas designated RM-5 or R-1). Of this total, 191 (79%) are original houses. The balance, 51 structures (21%), represent apartment redevelopment which has occurred over the years.

Lot frontages and sizes predominantly reflect the original single and two-family development pattern. The original plans of subdivision divided the area north of 24 Avenue into lots of 50 feet and 25 feet. The area east of 5 Street contained 50 foot lots as did the area west of 5 Street and north of Royal Avenue. South of Royal Avenue and west of 5 Street, the area was predominantly subdivided into 25 foot lots. Over the course of time, many of the 50 foot lots were divided further.

Figure 18 illustrates the pattern created by the residential lots within the community that have frontages of 50 feet or less. Due to the original development pattern, eighty percent of all lots are 558 square metres (6,000 square feet) or less.

FIGURE 18
SEQUENCE OF DEVELOPMENT



The community housing is comprised of a mixture of 1 1/2 and 2 1/2 storey houses, and bungalows built on lots ranging from 7.6 to 15.2 metres wide. The ground floor plan of houses in the community range from 60 square metres to 116 square metres with the average containing approximately 93 square metres. From grade to the eaveline, the height of the original structures varies from 4 to 6 metres.

The original houses typically have sloping and pitched roofs, with or without gables, and a variety of window and front facade details. Often the houses have porches or verandas. The predominant building material is wood, both in construction and finishing. Stucco and brick structures are also present, but to a lesser extent. The dominant characteristics of the community are:

- consistent front yard depth with adjacent structures;
- consistent roof heights and pitch;
- repetition of pitched and sloping roofs;
- repetition of a dominant roof shape every 8-9 metres;
- maximum lot size for development;
- individual pedestrian access to structures from the front yard.

2.7.2 Streetscape

There are three main elements which contribute to the positive quality of Cliff Bungalow's streets.

The original development enforced a uniform setback for all structures from the roadway, both on avenues and streets. This element, in conjunction with the generally uniform 2 1/2 storey pitched roofline, provides a sense of order for the street environment as a whole.

The development of housing on narrow lots provided the consistent repeating of a dominant shape. The sense of individualism and personal identity is provided within the streetscape.

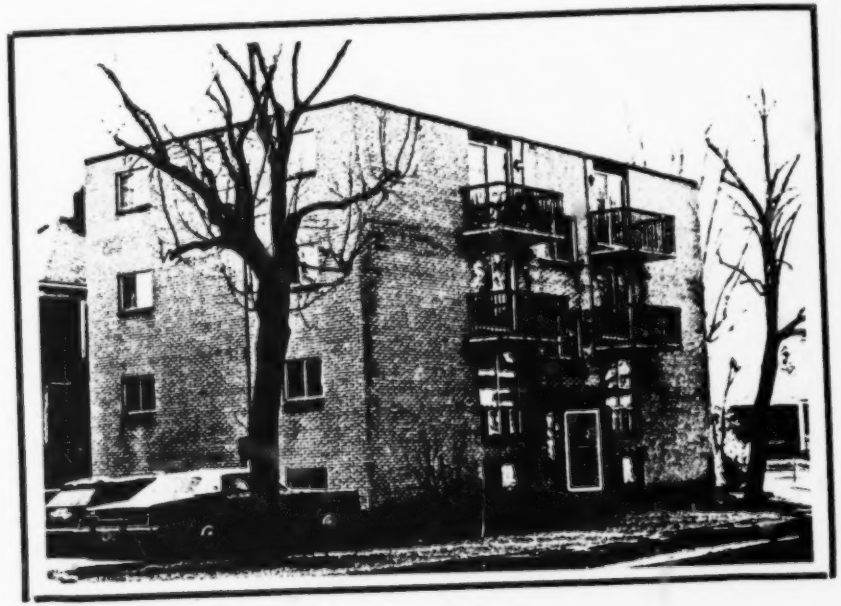
Since the area developed just prior to World War I, the community's vegetation consists of large, mature trees. The mature vegetation enhances the residential nature of the community, both functionally in reducing noise and wind, and aesthetically in promoting the attractiveness of the area.

2.7.3 Redevelopment

Redevelopment introduced housing forms which do not complement the community's character, nor contribute to the attractiveness of the streetscape. The newer housing, while respecting small lot development and continuing the street's building setback, is not sensitive to the original community housing in the following ways:

- The pitched roof was replaced by the more utilitarian and economical flat roof, and the rhythm of the street's roof-line was interrupted.

- The articulation and detail of the front facade was nominal in contrast to the older housing. This presents a stark, blank wall to the street in comparison to the variety of facades of the older houses.



2.8 Existing Open Space

Cliff Bungalow has three parks and open space areas located within its boundaries comprising an area of 1.67 hectares (Figure 19). Two of the three areas are used in association with the schools. The area located immediately south of Western Canada High School is well used after school hours and on weekends for active recreation. The second site is located west of Cliff Street. It surrounds the Adult Day Care centre and the Cliff Bungalow Elementary School and the escarpment. The escarpment is an aesthetic feature in the community as well as an area for more adventurous recreation for the community's residents. The open space adjacent to Cliff Street is flat and provides space for active sports.

The third area consists of a small triangular park area at 24th Avenue and Cliff Street. This small grassed area contains mature trees and some tot lot facilities.

A direct benefit of residing in the inner city is the relative proximity of a number of regional recreational and cultural facilities. As illustrated in Figure 20, Cliff Bungalow is less than 3 Km from a number of regional recreational facilities. While most of these activity centres would be beyond normal walking distance, existing public transit provides for good accessibility.

FIGURE 19
EXISTING OPEN SPACE

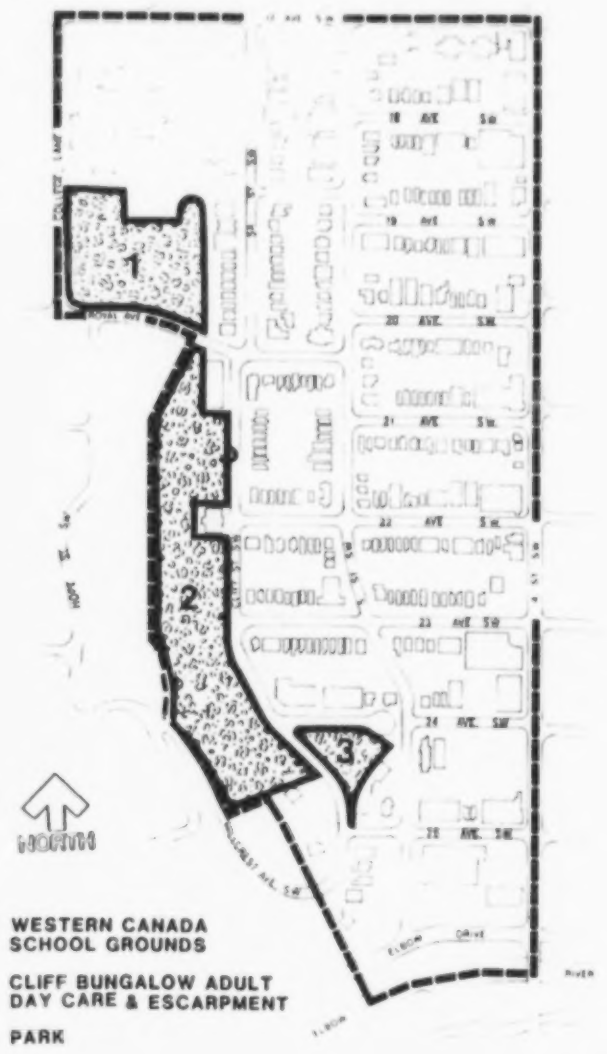
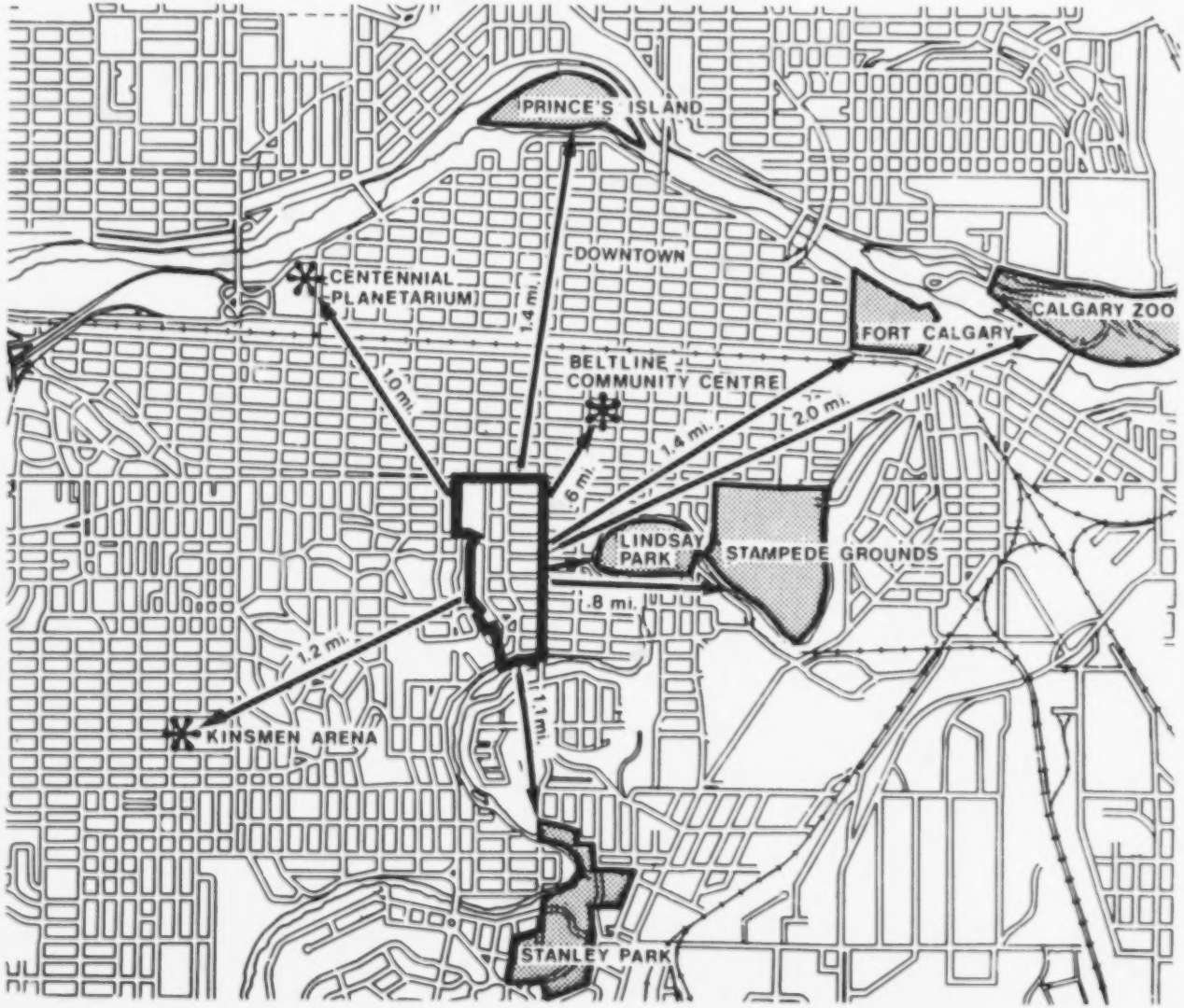


FIGURE 20

REGIONAL ACTIVITY CENTRES



2.9 Existing Transportation System

The existing transportation system is shown in Figure 21. Seventeenth Avenue S., 4th Street W., 5th Street W., and 26th Avenue between 4th and 5th Streets are designated as major standard roads in the approved Transportation By-law 3M82. Seventeenth Avenue and 4th Street are designated truck routes under current City policy.

2.9.1 Existing On-Street Parking

Parking restrictions currently exist on the avenues between 4th and 5th Streets, and 5A Street (Figure 22). Both 18th and 19th Avenues have parking meters. The intent of these restrictions is to prohibit all day weekday parking by commuters, but allow overnight parking for residents.

2.9.2 Transit

Transit corridors are located along the following roads within the Cliff Bungalow A.R.P. boundaries:

- 17 Avenue S.
- 4 Street W.
- Elbow Drive

FIGURE 21
EXISTING TRANSPORTATION SYSTEM

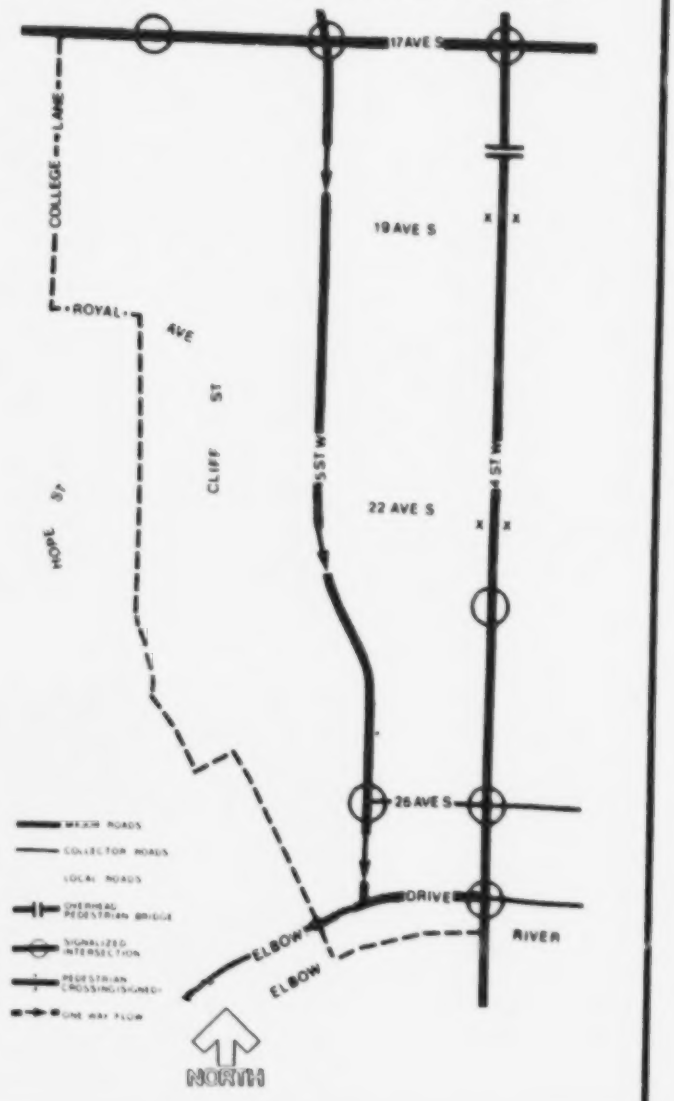
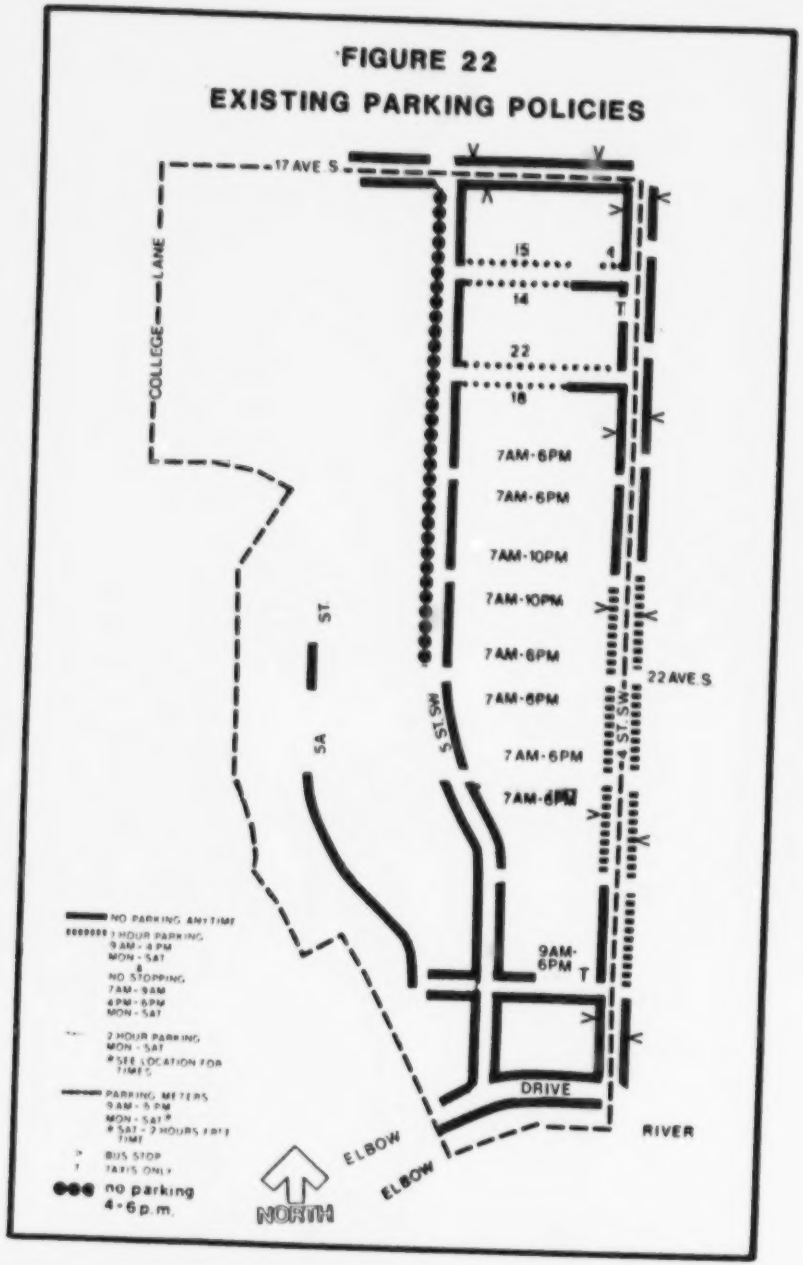


FIGURE 22
EXISTING PARKING POLICIES



3.0 BACKGROUND TO POLICY FORMULATION

3.1 The Planning Process

Community issues and concerns were identified through the public participation programme conducted between 1980 and 1981, which included consultation with residents, investors, and merchants and Open House sessions.

- On May 7, 1979, Calgary City Council approved the Inner City Plan. This policy document recommended that the City Planning Department undertake an Area Redevelopment Plan for Cliff Bungalow, and other selected Inner City communities.
- In May 1979, open houses were held in conjunction with the Mission Community to discuss important issues in the community. Approximately 80 people attended these meetings, and the issues and concerns are summarized in the "Mission/Cliff Bungalow Issue Identification Report" published in September, 1979.
- Spring, 1980, the "Cliff Bungalow Existing Conditions Report" was prepared for Cliff Bungalow.
- In July, 1980, the Planning Department established a Community Planning Advisory Committee (C.P.A.C.), composed of representatives of the Community Association, 4th Street Businessmen's Association, and absentee landowners. The C.P.A.C. acted in an advisory capacity to the Planning Department through to December, 1980.
- August 1, 1980, Cliff Bungalow residents and property owners were informed that an Area Redevelopment Plan was to be prepared. Office hours were established at a site office to facilitate public consultation and approximately 25 people made use of this service.
- On November 22 and 27, 1980, open houses were held to discuss planning issues for the 4th Street Commercial Area. Approximately 200 people attended.
- June, 1981, open house was held to inform residents and property owners of the proposals contained in the draft A.R.P. Approximately 50-60 people attended.
- January, 1982, 4th Street property owners and merchants were contacted concerning the cost of the 4th Street public improvements program.
- October 2, 1982, an open house was held at the Cliff Bungalow School to inform residents of three residential land use alternatives. Approximately 50-60 people attended.

3.2 Issues And Concerns

3.2.1 General Considerations

The major concern of the community is identifying the type of residential use that should be established for the future. This would affect the community's land use and transportation system, as well as the adjacent commercial areas. Support for conservation of the original housing stock has been expressed by the community.

Residents view these structures, and the community as a whole, as suitable for families who choose to live in the inner city because of its locational advantages. Generally, agreement exists with the "conservation" principle being appropriate for the streets and avenues west of 5th Street.

Some property owners between 4th and 5th Streets believe the existing housing mix, property tenure, and traffic conditions preclude this area from conservation. However, another group of property owners in the same area would suggest that conservation is appropriate.

The operation of 5th Street is regarded as the second major concern. Residents believe its impact is substantial on a residential community, regardless of the residential type and density. Any attempt to provide for additional capacity on 5th Street could meet with strong community reaction.

Another concern identified was the treatment of the commercial-residential edge with 4th Street because past commercial developments have not been sensitive to the residential area. Commercial developments have included surface parking lots, high blank walls, and imposing building forms.

On-street parking congestion within the community was felt to be the result of adjacent commercial uses. East of 5th Street, meters and a 2 hour parking restriction zone limit the stay of 4th Street patrons, but also prohibit long-term parking by residents. Resident parking in the evening and overnight is permitted. The result is that residents felt the restrictions promote the area as 4th Street's parking lot and encourage short-cutting.

There are few parking restrictions west of 5th Street, however residents felt that commuters and students attending the high school are creating on-street congestion.

3.2.2 Land Use Considerations

Commercial

The four major concerns identified concerning 4th Street commercial land uses were land use, public environment, parking, and the form of future buildings. It was felt that commercial, retail, entertainment, offices, residential uses, and specialty shops were preferred as commercial uses. Automotive repair/sales/service uses and hotel/motel uses were most often identified as being undesirable.

Improvements to the street environment were felt to be required, and elements such as street trees, benches, and light standards would contribute to a safe pedestrian environment. Concern has arisen over the size and form newer structures should take because developments have occurred at a density as much as 6.0 F.A.R. Residents felt the buildings should respect the scale of the adjacent residential areas and the pedestrian scale of the front sidewalk. To this end, surface parking lots should not be permitted as an edge between commercial and residential uses.

3.2.3 Transportation

On-Street Parking

Parking congestion throughout Cliff Bungalow has been identified as a major problem by residents and merchants. The community suggested that short-term parking areas be located close to 4th Street in conjunction with street closures, thereby reducing excessive parking and short-cutting problems. The closures are difficult to implement because of the requirement for a turning radius on the residential side of the closure, and the need for perpendicular parking stalls and sidewalks utilize the full 20 metre right-of-way.

3.2.4 Parks

Parks and open spaces were not perceived as a major issue in the community, primarily because the parks are clearly identified and are located away from busy streets. Some people felt, however, that the existing parks should have upgraded facilities to better meet the needs of the community.

3.3 Policy Directions

3.3.1 The Calgary General Municipal Plan

The approved growth strategy outlined in the Calgary General Municipal Plan (1978) gives direction for change within the Inner City. The Plan establishes broad goals related to population growth, community stability, and neighbourhood conservation.

3.3.2 Inner City Plan

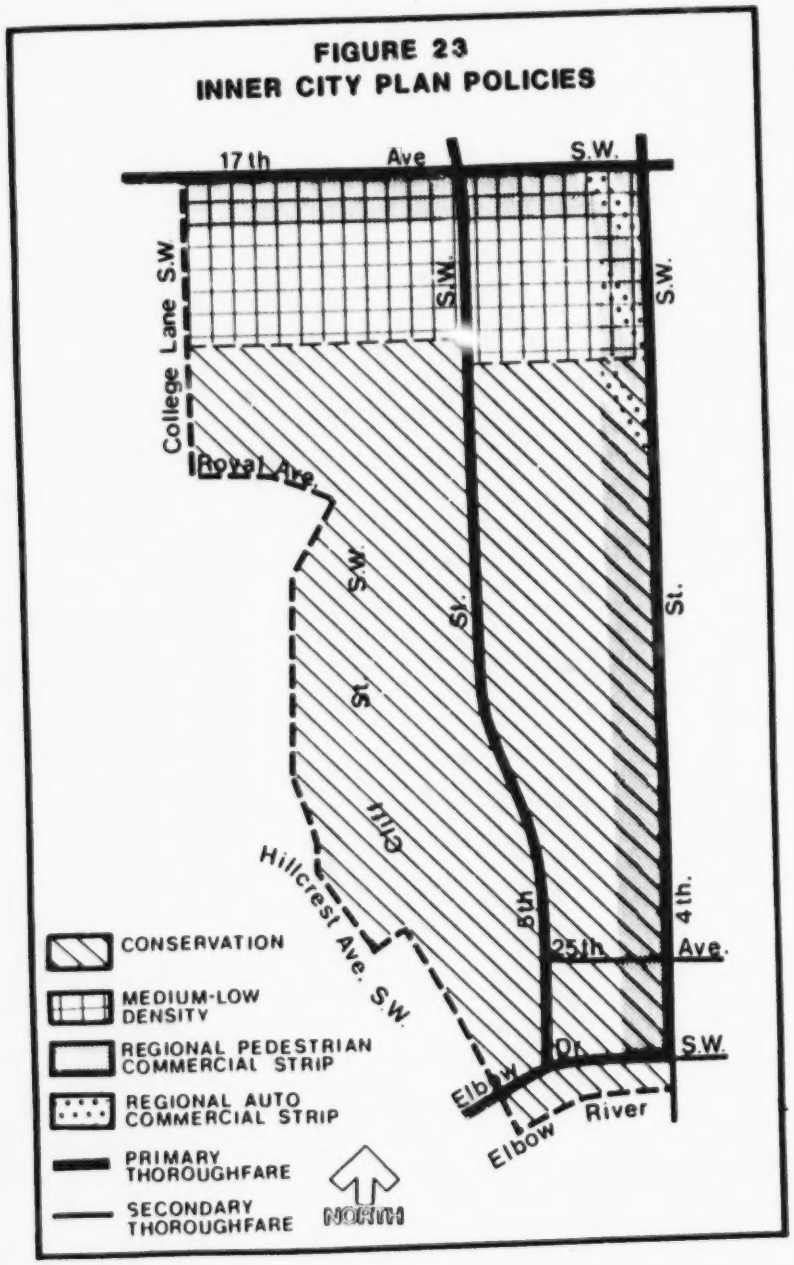
The Inner City Plan recommends general policies to be used in the formulation of an Area Redevelopment Plan for Cliff Bungalow. While one of the principle objectives of the Area Redevelopment Plan is to implement those policies, there exists some latitude in their application on a site specific basis.

Residential Land Use

The Inner City Plan recommends two general residential land use policies for Cliff Bungalow. These are:

1. Conservation: "The intent within areas designated for conservation is to retain the existing character and quality of the area. These areas should function as stable family residential neighbourhoods. Portions of such areas should be preserved (i.e. protected from more intensive redevelopment), other parts may accept some new redevelopment so long as it respects and enhances the existing fabric of the community."
2. Medium Low Density: "This density range related to existing R-2 and R-3 land use classification and would allow for 23 to 65 units per net acre. The intent is to provide a variety of housing opportunities with some emphasis on family accommodation. Fifty percent of the units should contain two bedrooms or more and have access to private open space at grade. Building height and form should respect the character of surrounding buildings and should not in any case exceed 28'. Single family, duplexes, fourplexes, row housing, stacked townhouses and walkups (to three floors) could be built in these areas."

FIGURE 23
INNER CITY PLAN POLICIES



Commercial Land Use

The Inner City Plan recommends two general commercial land use policies for both 17th Avenue and 4th Street. Seventeenth Avenue adjacent to Cliff Bungalow is classified as a Regional Pedestrian Commercial strip. Fourth Street, however is classified as a Regional Pedestrian Commercial strip between 19th Avenue and Elbow Drive and a Regional Auto Commercial strip between 17th and 19th Avenues.

Regional pedestrian oriented strips provide specialized goods and services to a broad population base. Redevelopment guidelines support the regional retail pedestrian shopping character by recommending low intensity land uses, low scale buildings, street furniture and landscaping and wide sidewalks. Parking areas are to be accommodated in lanes or accessed from lanes.

Regional auto-oriented strip serve a broad population base and are typified by auto-related uses and office-commercial structures which provide parking in front of, or within the structures.

4.0 COMMUNITY RESPONSE

4.1 Introduction

The response of the Cliff Bungalow Community Association is directed primarily to the issues of residential land use and parking congestion. The concerns expressed by the Community Association about the operation of 5th Street S.W. during the initial stages of the planning process were addressed by the 5th Street Task Force. The community response was considered at two community association meetings in November, 1982.

4.2 Community Response

General Response

The community association has always supported the Inner City Plan recommendations of conservation for Cliff Bungalow. The conservation policy is required in order to achieve a stable family-oriented character for the area. The association views the A.R.P. as important in that it firmly establishes the land use for the area.

General A.R.P. Goals

The community association supports the general goals and objectives.

Residential Land Use Alternatives

The community association supports Alternative #3 because they feel that only this conservation oriented alternative will preserve the community as it exists, and will prevent further demolition of the older homes.

The association believes that the area between 4th and 5th Streets is worthy of conservation due to its mature character and the existing mix of houses and smaller apartment buildings.

Alternatives 1, 2A and 2B are not supported because the association feels they are compromise solutions and do not provide the community with the needed stability to offset redevelopment pressure.

Office Conversions

The association does not view commercial activities as ideal within a neighbourhood, however they support the office conversion policy for the entire neighbourhood so that existing houses could be conserved. It is felt that the parking requirements should be met on site.

Transportation: On-Street Parking

The association would prefer an immediate solution to the problem of on-street parking congestion.

BACKGROUND AND SUPPORTING INFORMATION TO THE ARP FIVE YEAR REVIEW

BACKGROUND AND SUPPORTING INFORMATION TO THE ARP FIVE YEAR REVIEW

TABLE OF CONTENTS

Page

1.0 ARP Five Year Review Background to Policy Formulation and Recommendations 111

1.1 Background 111

1.2 Community Profile 113

1.2.1 Existing Land Use and Land Use Designations 113
1.2.2 Housing Mix 116
1.2.3 Demographic Characteristics 117

1.3 Issues and Concerns 119

Page

1.4 Policy Direction 120

1.4.1 Residential Land Use 120
1.4.2 Office Conversions 125
1.4.3 Institutional 125
1.4.4 Heritage 126
1.4.5 Commercial 128
1.4.6 Community Open Space and Facilities 134
1.4.7 Transportation and Parking 135
1.4.8 Public Improvements 137

1.5 Proposed Redesignations 137

1.6 Financial Implications 138

LIST OF FIGURES

		Page
1.	ARP Review Issues Map	112
2.	Existing Land Use Districts Map	113
3.	Existing Zoning & Land Use	114
4.	Development Permit Applications	115
5.	Housing Mix Comparison	116
6.	Housing Units by Structure Type	116
7.	Housing Units & Population	117
8.	Occupancy Rates by Structure Type	117
9.	Occupancy Rates 1980-1991	118
10.	Age Groups	118
11.	Home Ownership	119
12.	Projected Dwelling Units	122
13.	Proposed Land Use Districts	124
14.	Potential Heritage Sites	127
15.	Shadows Cast by Existing Buildings	131
16.	Shadow Impact Comparison March 21 9 a.m.	132
17.	Shadow Impact Comparison March 21 3 p.m.	133
18.	Existing Posted Parking Restrictions	137

BACKGROUND AND SUPPORTING INFORMATION TO THE ARP FIVE YEAR REVIEW

1.0 ARP FIVE YEAR REVIEW BACKGROUND TO POLICY FORMULATION AND RECOMMENDATIONS

1.1 Background

On 1984, July 23, City Council adopted an Area Redevelopment Plan (ARP) for the Cliff Bungalow Community (By-law 1P83).

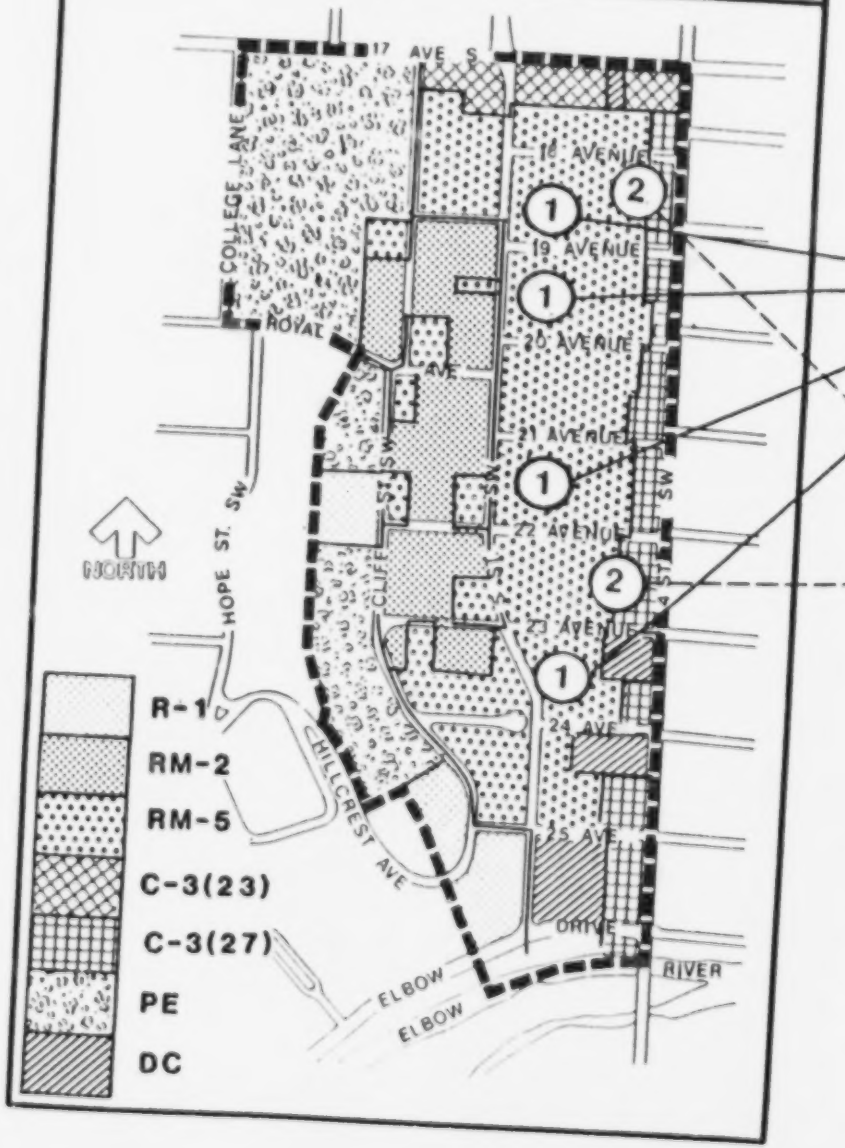
In September 1987, Council approved a two phase review process for approved ARP's. The review of an approved ARP is undertaken to ensure that a Plan is achieving its goals and objectives and to address any new issues. Phase 1 involves a brief questionnaire to all primary users of the document (e.g., Ward Alderman, Community Association Executive, City Departments, the School Boards, Utility Companies) and a public meeting in the community. If no major issues emerge and no major changes are needed, no further work is undertaken. If major issues are identified, a report to Calgary Planning Commission and City Council is prepared outlining how the issues should be addressed in Phase II.

The Phase I of the Cliff Bungalow ARP Five Year review was completed in mid 1990, with the public participation component conducted by the Cliff Bungalow Community Association. Over a four month period in early 1990, approximately twelve meetings were held throughout the community with residents and landowners. The Planning & Building Department concurred with the issues identified in the Community's review process and, therefore, did not hold an additional open house. While there was general agreement among all respondents that the 1984 Plan is an effective policy document, a number of major issues were identified during the review as requiring further work (locations are shown on Figure 1).

At its meeting of 1990 June 20, City Council approved a motion directing the Planning & Building Department to undertake a Phase II of the Five Year Review for Cliff Bungalow, with the intent of resolving those issues and preparing any necessary amendments which will make the Plan more relevant and better able to achieve its goals and objectives.

A number of open houses and meetings were held, and questionnaires circulated during the Plan review process in order to obtain feedback from the community at large on the policy formulation and recommendations.

FIGURE 1
ARP REVIEW ISSUES MAP



ISSUES

1. 1a REVIEW OF RESIDENTIAL LAND USE BETWEEN 4th AND 5th STREETS.
   1b REVIEW OF OFFICE CONVERSION POLICY
2. ESTABLISH COMMERCIAL/ RESIDENTIAL BOUNDARY AND COMMERCIAL ORIENTATION

1.2 Community Profile

1.2.1 Existing Land Use and Land Use Designations

Figure 2 shows the existing land use districts. Figure 3 illustrates the distribution of existing zoned and developed land uses.

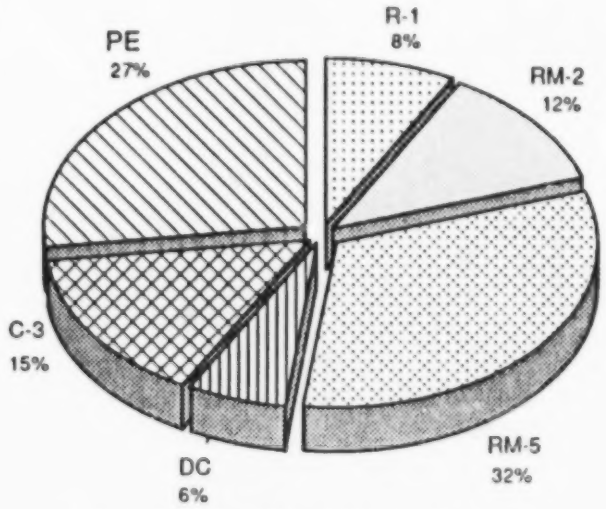
Since the adoption of the 1984 Area Redevelopment Plan, there have been only two land use designation changes approved. Both redesignations were to a Direct Control District to accommodate commercial development and parking adjacent to 4 Street. The sites are located on the southwest and northwest corners of 24 Avenue and 4 Street.

The existing land use has changed very little, with the exception of a slight increase in commercial land use (+2.0%) and a slight increase in townhouse/ apartment uses (+2.0%).

FIGURE 2
EXISTING LAND USE DISTRICTS MAP

FIGURE 3

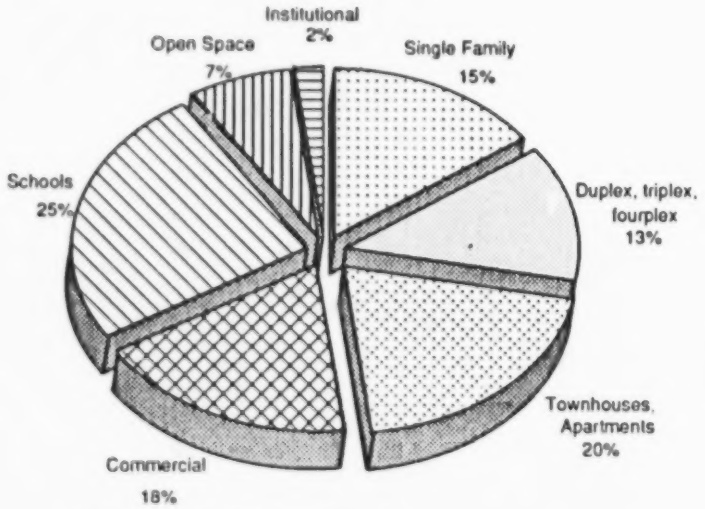
EXISTING ZONING



Approximately 25 ha (62 acres)

Source: Planning & Building Department, 1991

EXISTING LAND USE



Approximately 25 ha (62 acres)

Source: Planning & Building Department, 1991

As illustrated on Figure 4, 46 development permit applications were approved since the adoption of the ARP, with commercial land uses representing 65% of the total permits and residential the remaining 35%. Of the commercial permits applied for, the majority were for restaurant use (26%), followed by retail uses (20%), office renovations (15%), and new office buildings (4%). Of the residential permits processed, the majority were for additional dwelling units to existing buildings (20%), renovations and additions (13%), and a new apartment building (2%). The new apartment building has not yet been constructed.

A review of building permit data indicates that approximately 30 residential building permits were issued since the adoption of the plan. The majority of these permits were for residential renovations (e.g., garages & decks). The majority of the 60 commercial building permits issued were for office and retail alterations. Three new structures were built; a gas bar, a restaurant, and a retail building.

A review of both development and building permit data indicates that the majority of development that has occurred in Cliff Bungalow has been the redevelopment or renovation of existing structures. Major new development has been limited and has tended to be for commercial uses along 4 Street.

FIGURE 4
DEVELOPMENT PERMIT APPLICATIONS*

Use Applied For	Commercial % of Total Permits (46)		Residential % of Total Permits (46)	
Restaurant	12	25%		
New Office Building	2	4%		
Office Renovation	7	15%		
Retail Use	9	20%		
Additional Dwelling Unit			9	20%
Apartment			1	2%
Residential Renovations and Additions			6	13%
TOTAL	30	65%	16	35%

* Note: Data collected from July 23, 1984 to April 1, 1992.

FIGURE 5

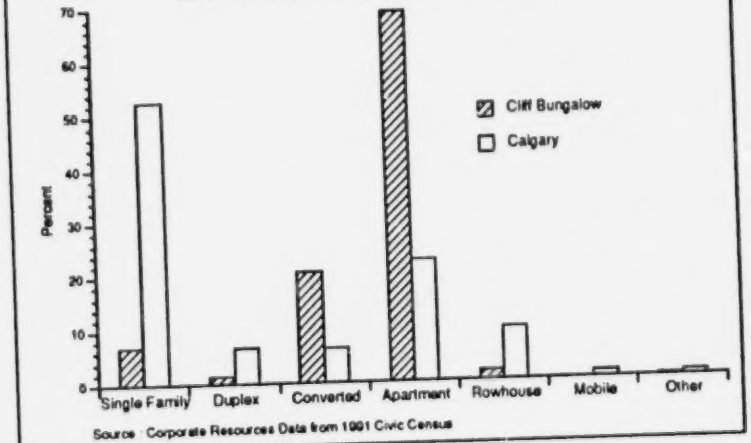
Housing Unit Mix Comparison		
1991 Civic Census		
Housing Type	**Cliff Bungalow**	**Calgary**
Single Family	7.02%	52.64%
Duplex	1.34%	6.75%
TOTAL LOW DENSITY	8.36%	59.39%
Converted & Row	22.54%	18.11%
Apartment	69.10%	22.50%
TOTAL LOW/MEDIUM DENSITY MULTI-FAMILY	91.64%	40.61%

1.2.2 Housing Mix

Single detached housing units constitute 7.02% of the existing housing stock in Cliff Bungalow. Together with duplex development, these low density housing forms add up to 8.36%. Multi-family residential dwelling units, including converted, row housing, and apartment units make up the remaining 91.64%. Apartment units comprise 69.1% of the existing housing stock.

In contrast, the housing mix for the City of Calgary is 52.64% single family, 6.75% duplex, and 40.61% multi-family (including converted, row housing, and apartment units). Apartment development constitutes 22.5% of the existing housing stock in the City (Figures 5 & 6).

FIGURE 6
HOUSING UNITS by STRUCTURE TYPE



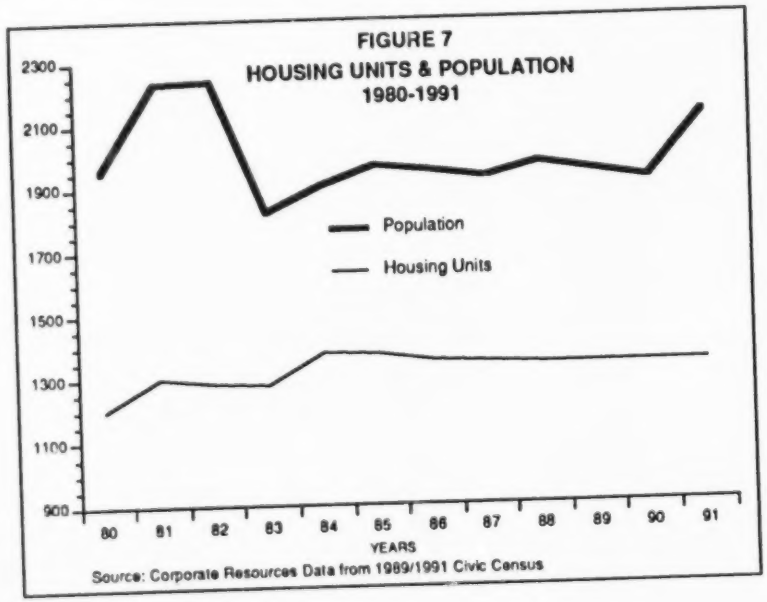
Source : Corporate Resources Data from 1991 Civic Census

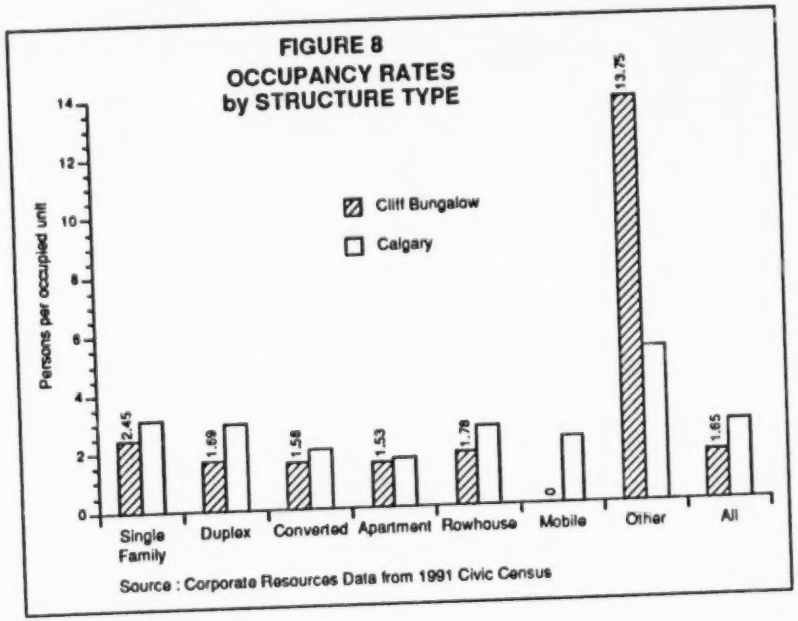
1.2.3 Demographic Characteristics

1.2.3.1 Population and Occupancy Rates

Since the adoption of the ARP in 1984, the population of Cliff Bungalow has increased from 1904 to 2119 persons, an increase of 215 persons or 11.29% (see Figure 7). At the same time, the number of housing units has decreased slightly from 1377 in 1984 to 1340 in 1991.

Figure 8 which compares occupancy rates by structure type, indicates that Cliff Bungalow generally has lower occupancy rates for all structure types, than the City of Calgary. This reflects the nature (e.g., size of units) and age of the housing stock in Cliff Bungalow.



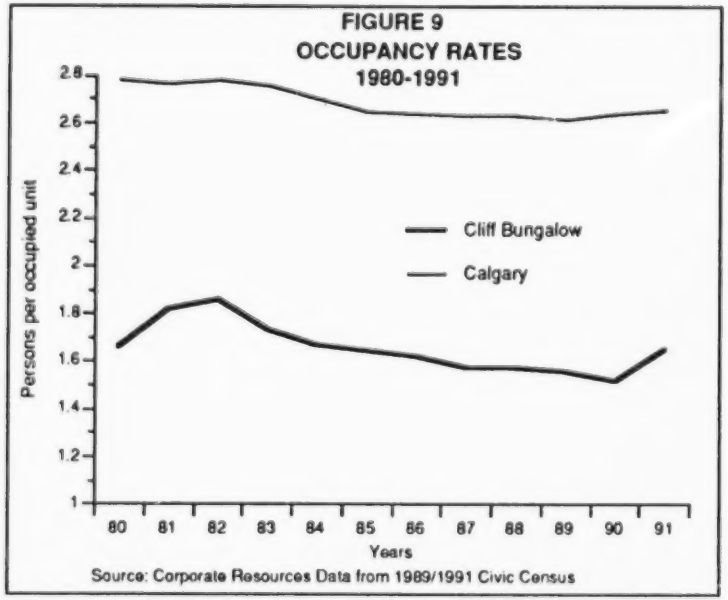


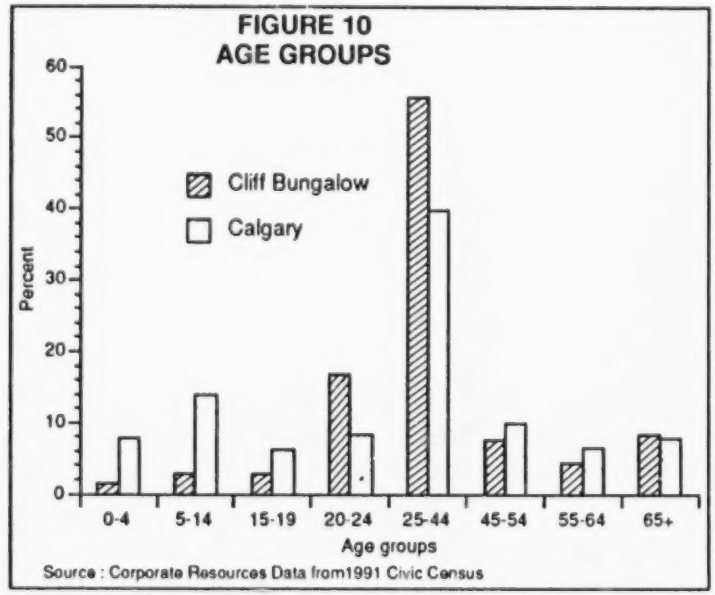
As shown in Figure 9, the average occupancy rates for Cliff Bungalow have decreased slightly since 1984, from 1.67 in 1984 to 1.65 in 1991 and are lower than Calgary's rates.

1.2.3.2 Age Groups

Cliff Bungalow has a high proportion (75.53%) of residents in the 20-44 age group, compared to the 48.07% city average (see Figure 10) and a low proportion of people in the age categories under 19 (7.08%) compared to the city average (27.77%). Cliff Bungalow has a slightly smaller proportion of its population in the age group over 45 (20.36%) compared to the city as a whole (24.16%). The age structure of Cliff Bungalow is fairly typical of an older inner city community with a high proportion of multi-family dwelling units.

Since 1984, residents in the age group 20-44 have increased by 9.3% and decreased in the age group over 45 by 1.7%. The age group under 19 has decreased from 11.7% in 1984 to 6.1% in 1991.

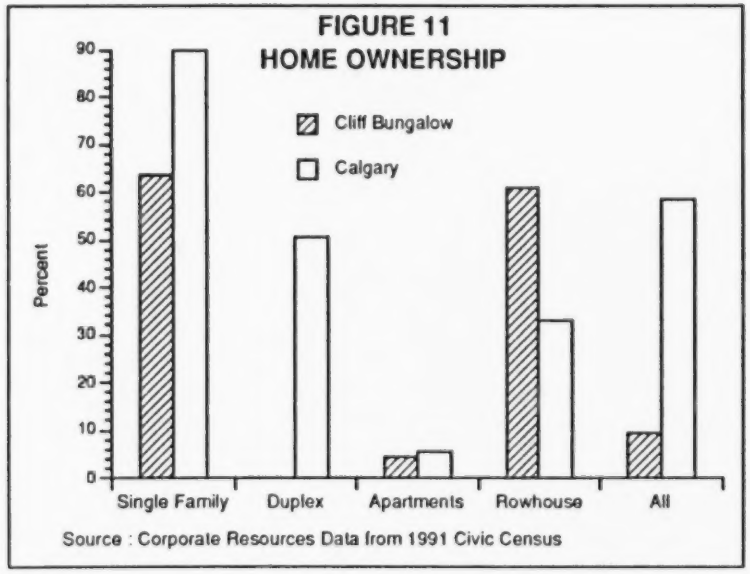




1.2.3.3 Home Ownership

The percentage of occupied dwelling units which are owner occupied is approximately the same as it was in 1984 (10%).

The 1991 Civic Census data indicates that 9.5% of occupied dwelling units were owner occupied, compared with 58.4% for the city (see Figure 11). The low percent of home ownership can be explained by the fact that only 4.2% of all apartment units were owner occupied while apartments constitute 69.1% of the total dwelling units. Ownership for single detached dwelling units (63.4%) is also lower than the city average (89.9%).



1.3 Issues and Concerns

The following issues/concerns were identified during the Plan review process:

1.3.1 • the RM-5 land use designation for the area between 4 and 5 Streets and the general incompatibility between RM-5 development and the existing low density housing stock;

1.3.2 • the need to establish a residential/commercial boundary west of 4 Street and address the orientation of commercial development;

1.3.3 • the appropriateness of the office conversion policy for the residential area between 4 and 5 Streets;

1.3.4 • the need for architectural and development guidelines for both the residential and commercial areas which reflect the historic character of the community;

1.3.5 • the spillover traffic and parking problems in the adjacent residential areas, resulting from the presence of major institutional development and increased commercial activity along 4 Street and 17 Avenue; and

1.3.6 • the need for safe linkages between open space and amenities located within the community and adjacent communities.

1.4 Policy Direction

The recommended land use policies and implementation actions support maintaining the existing character and quality of the neighbourhood through conservation and rehabilitation, while allowing new development to occur which would respect and enhance the existing community.

The planning approach focuses on creating land use stability; encouraging attractive and compatible redevelopment; maintaining and enhancing community amenities; ensuring that appropriately designated land is available to accommodate a variety of housing choices for families while continuing to accommodate seniors and single adults; supporting and implementing programs to minimize the impact of through commuter traffic and non-resident on-street parking; and discouraging the expansion of commercial uses into the adjacent residential area.

1.4.1 Residential Land Use

1.4.1.1 Issue

Concern with the RM-5 residential designation between 4 and 5 Street.

1.4.1.2 Background

When the 1984 ARP was approved, the determination of an appropriate residential land use between 4 and 5 Streets was a major issue in the community. The intent of the approved medium density policy (RM-5) was to provide for apartment redevelopment in the range of four storeys and to encourage rental accommodation. Since the adoption of the 1984 ARP, no new development and limited redevelopment under the RM-5 District has occurred. The community has expressed concern with the appropriateness of the RM-5 District in view of the increased levels of renovation and reinvestment in the existing single and semi-detached/duplex housing stock within this area of the community and with the general incompatibility in built form between the RM-5 (apartment) District and the existing single/semi-detached development.

The City's General Municipal Plan policies (H.19, H.20, & H.30) are concerned with both affordability and having a mix of housing types in all areas of the city. There is a considerable difference between communities in terms of the density and housing mix they achieve. Cliff Bungalow has a significant proportion of medium density apartment development (RM-5), in comparison to lower density development (including single family and duplex development). As noted above, the Civic Census data for 1991 shows a housing mix in Cliff Bungalow of 7.02% single family and 92.98% multi-family (including duplex) development. In contrast, the census data indicates a housing mix of 52.64% single family and 47.36% multi-family (including duplex) development for the city as the whole. Residents have expressed strong concern about the need for a more balanced housing mix which provides for more family oriented accommodation, while respecting the existing development within the community.

One argument behind requiring a mix of housing types is the need to accommodate lifestyle choices within a community. People have different housing needs as they go through life and these lifecycle choices should be accommodated through a choice of housing types. Encouraging long term residency is generally considered desirable and healthy; it brings stability, fosters community spirit, and ensures public facilities are fully utilized. If the housing market does not provide a variety of housing types, people will not find the accommodation they want in or near their community.

In view of concerns expressed by residents regarding the amount of apartment development and the lack of family oriented accommodation, the current and projected housing mix figures were reviewed. Figure 12 contains the existing and projected dwelling unit figures for the ultimate (built out) development in Cliff Bungalow. It compares the existing number of units, the maximum number of units permitted under the approved ARP (1984), and the maximum number of units proposed under the revised ARP (1992). Development under the revised ARP would see the potential number of RM-5 units at 65% of the total potential units. The built out scenario under the existing 1984 ARP would see RM-5 units representing 88% of the total potential housing units in the community. The projected number of dwelling units has been calculated on the assumption that every multi-family parcel will be developed to the maximum number of units recommended under the existing and revised ARP.

A projected housing mix of .6% single family and the balance multi-family (88% of which is RM-5) development could be achieved under the 1984 ARP. This represents an 80.14% potential increase in the number of units from what currently exists. In contrast, a projected housing mix of .8% single family and the balance multi-family development (of which only 65% is RM-5) could be achieved under the revised 1992 ARP. This allows a potential increase in the number of units of 50% in contrast to what currently exists.

In view of the renovation/redevelopment of the existing housing stock taking place between 18 and 23 Avenues and the comparatively limited amount of apartment development within this area, a change in the land use designation from RM-5 to RM-3 for this area is considered appropriate. Redevelopment under the RM-3 District could provide for a variety of housing types, including family oriented accommodation. The RM-3 density (medium density range) and built form would be compatible with the existing single family housing stock as well with existing apartment development.

The land use policy for the area was therefore reviewed with the intent of encouraging more family oriented development, while ensuring that the existing variety of housing types suitable for a range of lifestyles (e.g., singles, seniors) and economic situations was retained.

FIGURE 12
PROJECTED DWELLING UNITS

			Proposed Densities			
			Approved 1984 ARP		Revised 1992 ARP	
Area	Hectares	Existing Dwelling Units	Maximum Unit Potential	% Difference from Existing Dwelling Units	Maximum Unit Potential	% Difference from Existing Dwelling Units
R-1 area (generally west of 5 Street at 25 Avenue	2.08	12 (1.2%)	12 (0.6%)	0%	12 (0.8%)	0%
RM-2 area west of 5 Street	2.956	126 (12.2%)	212 (11.4%)	+68.3%	212 (13.6%)	+68.3%
RM-5 area west of 5 Street	2.196	255 (24.6%)	458 (24.5%)	+79.6%	458 (29.4%)	+79.6%
RM-5 area, east of 5 Street (that area which is built and would remain RM5 under revised ARP)	2.616	443 (42.7%)	554 (29.7%)	+25.1%	554	+25.1%
Lands east of 5 Street currently designated RM-5 but proposed for RM-3	2.948	201 (19.4%)	632 (33.9%)	+214.4%	320 (20.6%)	+59.2%
Total RM-5 as a % of Total Units		899 86.7%	1644 88.0%		1012 65.0%	
TOTAL UNITS	12.796 ha.	1037 (100%)	1868 (100%)	+80.14%	1556 (100%)	+50.1%

No changes are proposed to the land use designations west of 5 Street; that land is to retain the current RM-2, RM-5 and R-1 land use designations.

The existing RM-5 District will be retained on lands between 4 and 5 Street where there is substantial apartment development (on the northern and southern edges of the community, e.g., 18, 24 and 25 Avenues) or where sites are currently developed for apartment use.

The balance of the area between 4 and 5 Street is to be redesignated to RM-3 to encourage more family oriented accommodation, but at higher densities than the RM-2 to the west (see Figure 13).

The intent of the RM-3 District or the medium low density infill area is to encourage a family-oriented area by providing the flexibility for single-family, semi-detached/duplex, townhouse, and stacked townhouse development, thereby, maintaining a variety of housing choices within the community. The RM-3 District would allow for the retention of the existing low density housing stock within the area, provide for conversion, as well as provide for redevelopment to townhouses and stacked townhouses. In addition, there is flexibility to accommodate both rental and ownership development within the RM-3 District.

The RM-3 District provides for a low profile housing form, typically three storeys in height (9 metres to the eave), with direct access to grade, and a maximum density of 111 units per hectare (45 units per acre). This housing form is considered suitable for family living within the inner city and maintains a scale and character compatible with the height of older low density housing stock as well as with the existing apartment and commercial development. While the RM-3 District would eliminate the option for apartment development, the lands which will retain the RM-5 designation, will provide both existing and redevelopment opportunities for this housing form within the community.

In order to ensure the compatibility and integration of new development with the existing development, a set of architectural and design guidelines are included. The guidelines are intended to assist developers and builders in providing sensitive designs which are complementary to the existing character of the community. The guidelines are to be considered by the Approving Authority in reviewing discretionary development permit applications.

FIGURE 13
PROPOSED LAND USE DISTRICTS MAP

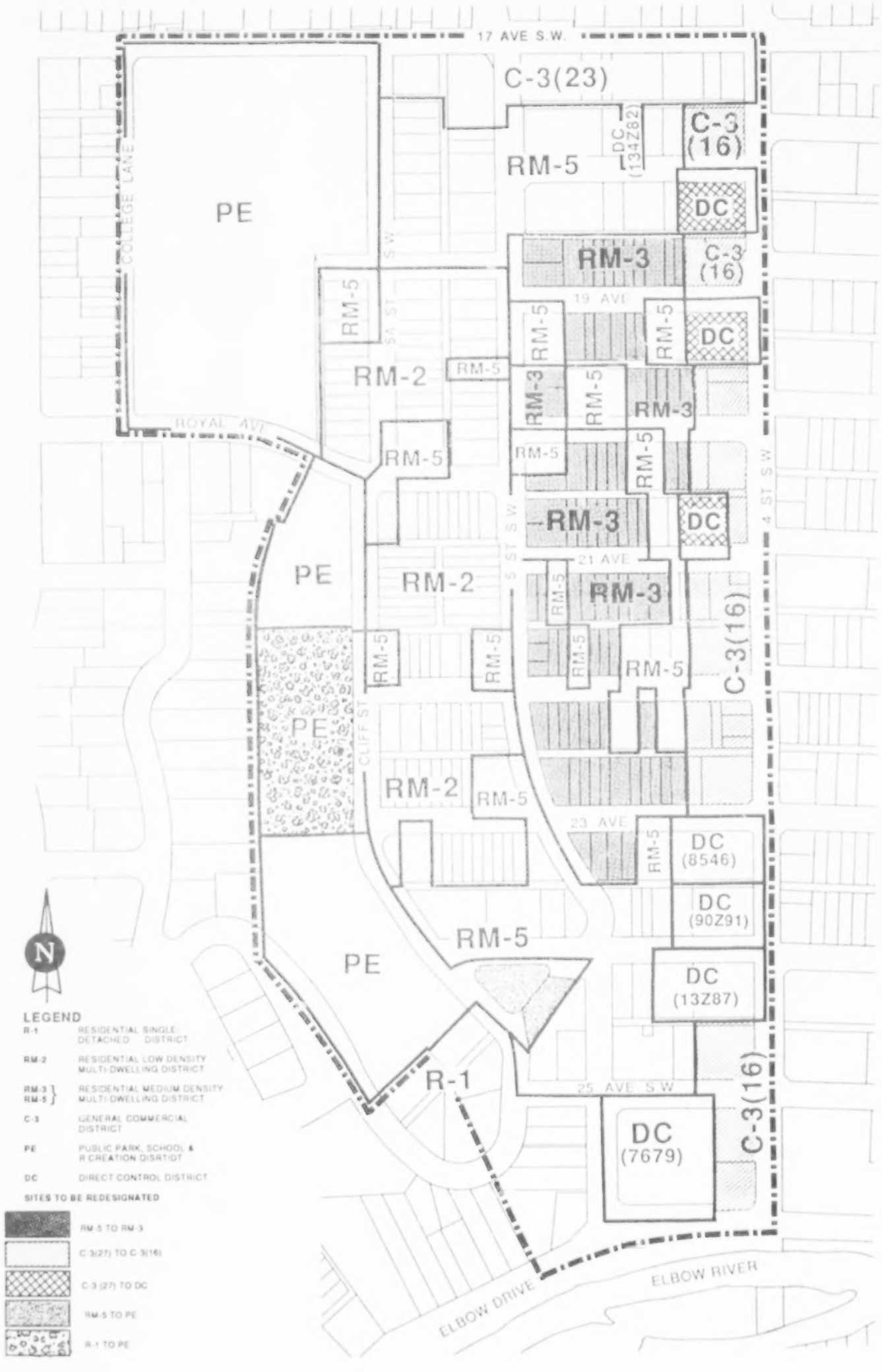
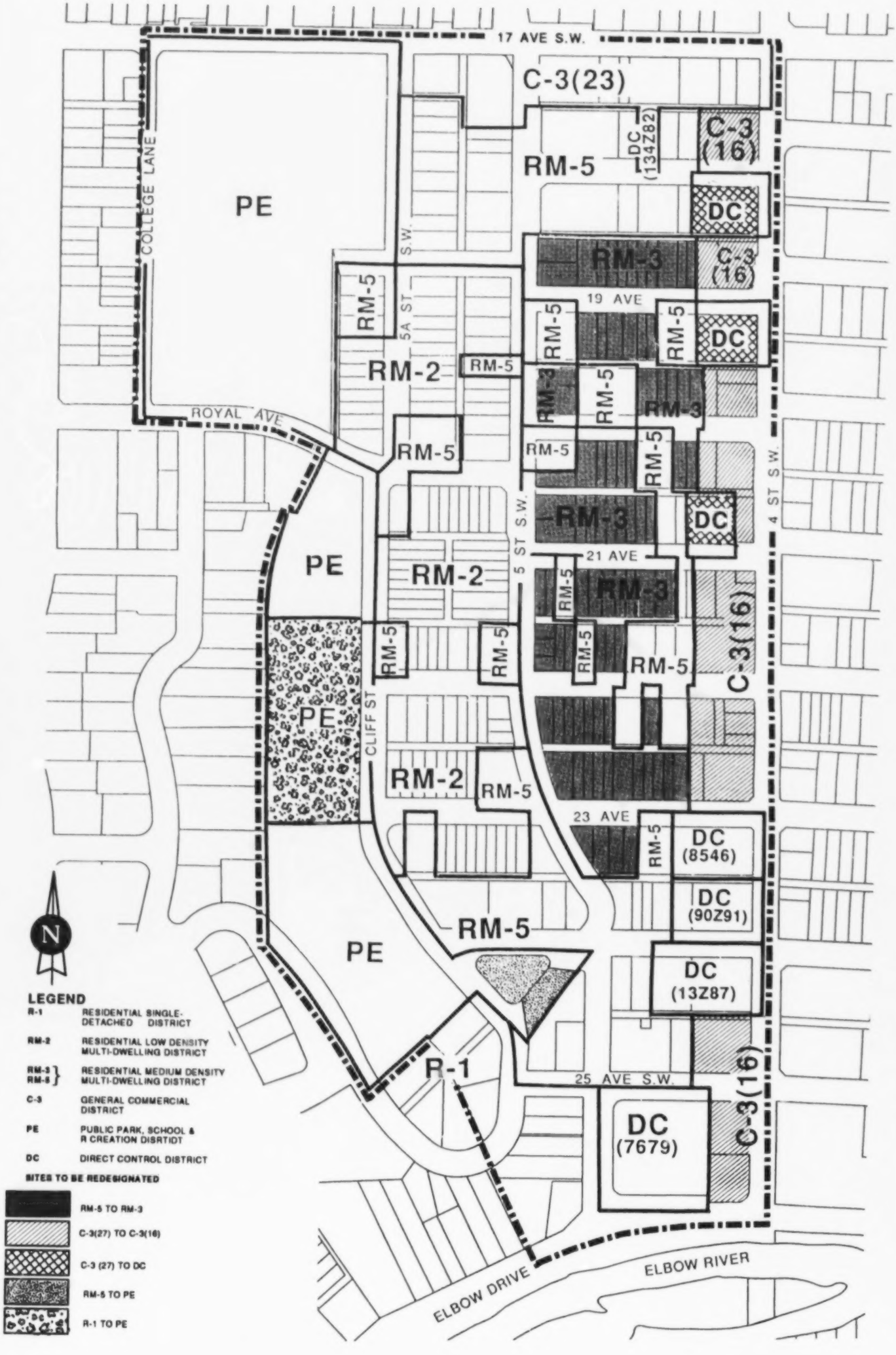


FIGURE 13
PROPOSED LAND USE DISTRICTS MAP



1.4.2 Office Conversions

1.4.2.1 Issue

Should office conversions be allowed between 4 and 5 Streets?

1.4.2.2 Background

When the ARP was approved in 1984, the conversion of residential buildings to office uses within the RM-5 District was considered appropriate in order to extend the life of large houses and to provide land use flexibility for parcels which are "locked in" by apartment developments. As part of the ARP review, the office conversion policy was reassessed in view of the increased level of renovation and reinvestment in the existing low density housing stock between 4 and 5 Streets.

The policies of this Plan continue to permit the conversion of residential homes to office use between 4 and 5 Streets for those lands designated RM-3. To accommodate a conversion to an office use, an amendment to Direct Control and to the ARP by City Council would be required. The office use would be confined to the life of the building and redevelopment guidelines would ensure that the residential character of the building and streetscape are retained. While only one legal office conversion exists to date, the office conversion policy will continue to offer a land use option to retain and extend the life of large houses by conversion into professional offices. The number of conversions allowed to occur on any one block face would be limited in order to restrict commercial intrusion into a residential area. In order to limit the amount of commercially generated traffic, medical offices are not permitted.

1.4.3 Institutional

1.4.3.1 Issue

Concern that new institutional uses or the expansion of existing institutional uses be compatible with the surrounding residential development and where possible, integrated, with the community.

1.4.3.2 Background

The existing ARP does not substantively address institutional uses and yet a number of major institutional uses (e.g., Western Canada High, Holy Cross Hospital) are located within or adjacent to the community. During the plan review process, the community identified a number of concerns associated with these uses, including traffic and parking, integration and compatibility.

The major issue associated with existing institutional uses within the community is the overspill parking problem; a problem principally associated with Western Canada High School. The recent implementation of a restricted parking zone (resident only on one side of 5A Street and 2 hour parking on the other side) adjacent to the school has greatly reduced the overspill parking problem.

Another concern expressed by the community is the lack of integration of institutional uses into the community. Plan policies encourage for example, pathway linkages between Western Canada High and the existing community open space to the south.

Discussions are presently underway between the Calgary Public School Board, Uptown 17 Business Revitalization Zone (BRZ) and the Community Association regarding proposals by the BRZ to locate public art adjacent to Western Canada High School on 17 Avenue.

The intent of the expanded policies on institutional uses in the revised ARP is therefore to recognize existing facilities while ensuring that new or expanded institutional uses will not negatively affect the quality of the community. The existing land use districts are considered appropriate to accommodate the variety of institutional uses within the community. However, development guidelines have been included to ensure that the development of new facilities or the expansion/renovation of existing facilities will be compatible with adjacent development.

1.4.4 Heritage Conservation

While there are currently no designated Provincial Historic Sites in Cliff Bungalow, there are currently eight potential heritage sites. The potential heritage sites are identified below and located in Figure 14. This list of sites has been updated from the list provided in the supporting information portion of the 1984 ARP. As these site records are evaluated by The Heritage Advisory Board, additional sites may be added to the list.

An inventory of the area undertaken by Alberta Culture, Historic Sites and Archives Branch is to be added to the City of Calgary Inventory of Potential Heritage Sites in 1993. This expanded record of potential heritage sites in the area will include all buildings constructed prior to 1939.

The Tivoli Theatre was awarded a non-regulatory heritage plaque by The Heritage Advisory Board in 1992.

The original building styles common to Cliff Bungalow include:

- Farmhouse Style 1910 - 1930
- Arts and Crafts Bungalows 1912 - 1930
- Catalogue Design Houses Circa 1920.

Location No.	Site
1.	Red Cross Children's Hospital, 1914 522 - 18 Avenue S.W.
2.	Yale Apartments, 1910 2121 - 5 Street S.W.
3.	William Aberhart House, 1927 2505 - 5 Street S.W.
4.	Louise Dean School (formerly the Holy Angels School), 1919 2325 Cliff Street S.W.
5.	Cliff Bungalow School, 1920 2201 Cliff Street S.W.
6.	Western Canada High School, 1929 641 - 17 Avenue S.W.
7.	Tivoli Theatre, 1936 2015 - 4 Street S.W.
8.	Cottage House, 1908 2300 - 5 Street S.W.

FIGURE 14
POTENTIAL HERITAGE SITES

1.4.5 Commercial

1.4.5.1 Issue

Concern with the need to establish a residential/ commercial boundary and address the orientation of commercial development.

1.4.5.2 Background

The existing 1984 ARP does not address the extent of commercial expansion. There have been recent land use approvals which have resulted in the expansion of commercial uses into the residential community west of 4 Street, (e.g., Earl's restaurant). The community has expressed a need to reassess: the extent of commercial development; the types of commercial uses which are appropriate adjacent to 4 Street; the orientation of commercial development, and whether commercial uses should be to limited to 4 Street or include the residential avenues; the restriction/limitation of commercial parking in residential areas; and the scale of commercial development.

The commercial land use policies for both 17 Avenue and 4 Street are intended to reinforce the pedestrian shopping street character of these streets and ensure that commercial development is compatible in nature and scale with adjacent residential land use.

The commercial land use policies for 17 Avenue remain largely the same with no changes proposed in the revised plan Cliff Bungalow ARP. Commercial development is limited to roughly two block faces on 17 Avenue and is separated from the adjacent residential area by a lane, which runs on an east/ west axis, south of 17 Avenue.

The commercial land use policies for 4 Street have undergone substantive review and change. The 1992 ARP strongly discourages any expansion of the existing commercially designated land west of 4 Street into the adjacent residential area. Commercial development should be oriented, where possible, to 4 Street and not to the residential avenues. The Plan policies encourage a wide variety of commercial uses to serve the local community and adjacent communities, while providing direction for new developments to occur at a scale and design which is attractive to pedestrians and compatible with the adjacent residential area.

Since the adoption of the 1984 Plan, a majority of the development permits approved for commercial uses were for new or expanded restaurants. The community has expressed a concern that the growing number and scale of restaurants along 4 Street could lead to problems similar to those being experienced along 11 Avenue S.W. (Electric Avenue), with its high concentrations of restaurants and bars. In order to limit the impact of restaurant operations on the adjacent residential areas, Plan policies encourage a mix of commercial uses along 4 Street to create a balanced mix of uses and smaller scale restaurant operations which cater primarily to the local market.

The Plan encourages the orientation of commercial development to 4 Street in order to minimize the impact of commercial uses and parking on the adjacent residential area. However, the existing subdivision pattern presents a problem in that some property frontage along 4 Street is flankage, with the lots running in a north/south direction parallel to 4 Street. Generally, a three lot depth parallel to 4 Street is designated for commercial development. While the majority of frontage is north/south along 4 Street, subsequent subdivision approvals have also created east/west lot configurations, sometimes only to the depth of one flanking lot. The result is that a number of commercially designated lots are "locked in" and have frontage only onto the residential avenue. Given the existing development pattern of 4 Street, a number of these locked in commercial parcels are not likely to be consolidated with lots which do have frontage onto 4 Street, in the near future. In order to minimize the impact of commercial development occurring on residential avenues, Plan policies encourage commercial uses which are compatible with residential development (e.g., consultants/ professional offices) and discourage commercial uses which are not compatible with residential development (e.g., medical offices, restaurants). In addition, developers are encouraged, where possible, to consolidate commercially designated land from 4 Street up to the residential land use boundary in order to allow the orientation of new commercial development to 4 Street.

Commercial lands are proposed for redesignation from the present C-3(27) to C-3(16) as the existing height of 27 m (89 ft.) is considered incompatible with the 3 to 4 storey height limits of the adjacent RM-3/ RM-5 districts proposed under the revised 1992 Plan. A height reduction will result in lower profile commercial development along 4 Street. This reduction will reinforce the pedestrian scale of the area and minimize the impact of commercial development on adjacent residential lands by limiting the amount of traffic and spillover parking, and allowing for a more sensitive transition in built form. Currently, there is no lane separating residential from commercial development along 4 Street. The proposed height reduction will therefore, result in a more sensitive interface between commercial and residential development. Recent developments and renovations along 4 Street are consistent with the proposed height reduction. However, three parcels of land are currently at heights in excess of 16 metres. To accommodate these developments as well as meeting the policy intent for 4 Street of creating a lower profile pedestrian shopping street, a Direct Control land use district with C-3(16) guidelines is recommended. These sites are municipally described as: 501-18 Avenue S.W.; 503-19 Avenue S.W.; and 510-21 Avenue S.W. The existing Direct Control Districts along 4 Street are to be retained and with the exception of one, the Mission Medical Building, these DC Districts are within the recommended 16 metre height limit. The current DC developments are unlikely to redevelop in the near future, and again with the exception of the Mission Medical building (DC 8546), contain provisions to limit the range of uses and the scale of development to that which is compatible with adjacent residential development.

Another concern expressed by residents with respect to the height impact of commercial development under the C-3(27) District on adjacent residential parcels was the amount of shadowing which could occur.

To illustrate the relative impact of commercial building height on the adjacent residential area, a shadow study was undertaken which compares the shadow impact from the current building envelopes and height (see Figure 15), with the maximum potential building envelopes and height allowed under the C-3(27) and C-3(16) Districts (Figures 16 and 17). Shadows casts were drawn for the spring (March 21) and the fall (September 21) at various times of the day (9 a.m., 12 p.m., and 3 p.m.). Since shadows cast on September 21 are similar to those cast on March 21, only March 21 shadows are shown. An analysis of the various shadow scenarios indicates that the reduction in commercial building height from 27 m to 16 m will generally reduce the amount of shadow cast by about half in the morning and will still provide for a "reasonable level" of sunlight on 4 Street sidewalks between 10 a.m. and 2 p.m. as recommended in the 1984 ARP.

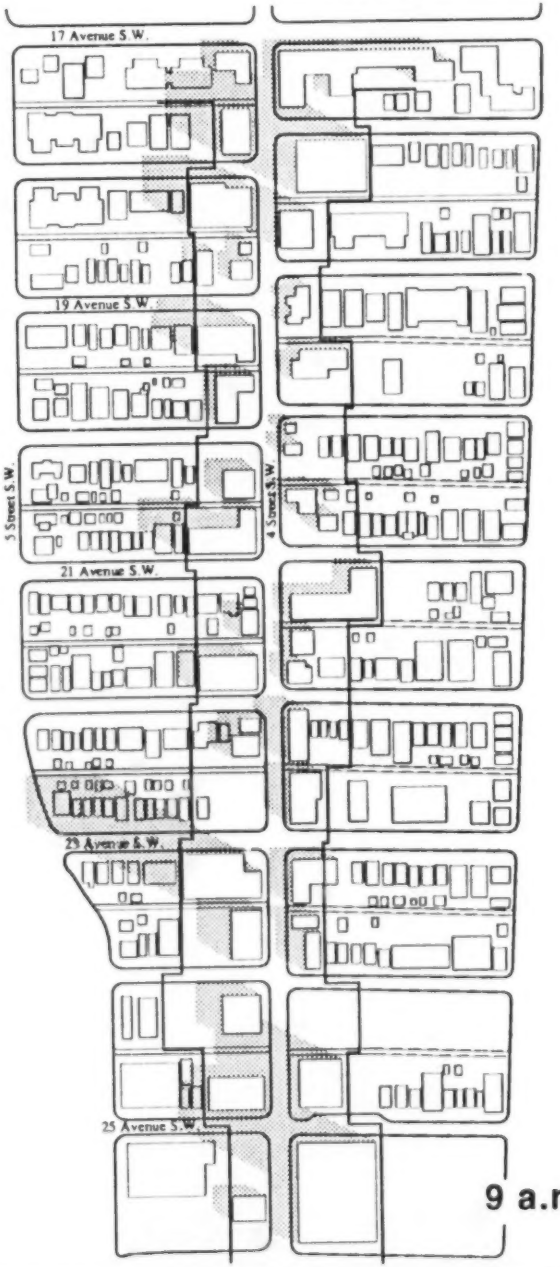
The Plan also includes a set of architectural and design guidelines intended to protect residential areas from potential conflicts with adjacent commercial uses (e.g., shadowing, privacy, traffic and parking) as well as to ensure that renovations and new development will be compatible in scale and design with adjacent residential development.

In order to address the problem of commercial parking along 4 Street, the Plan recommends that the parking standards of the Land Use By-law not be relaxed and that a cash-in-lieu of parking policy for 4 Street be adopted to help address parking problems. These initiatives are to be undertaken in the context of a comprehensive parking program, as outlined in the Transportation and Parking Section.

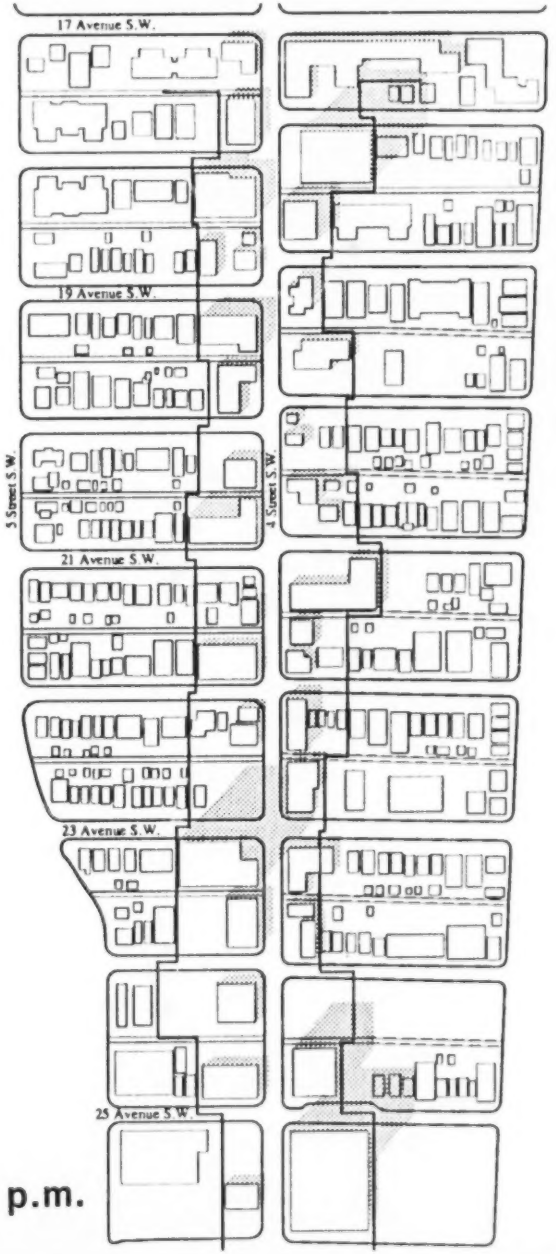
SHADOWS CAST BY EXISTING BUILDINGS

FIGURE 15

March 21



9 a.m.

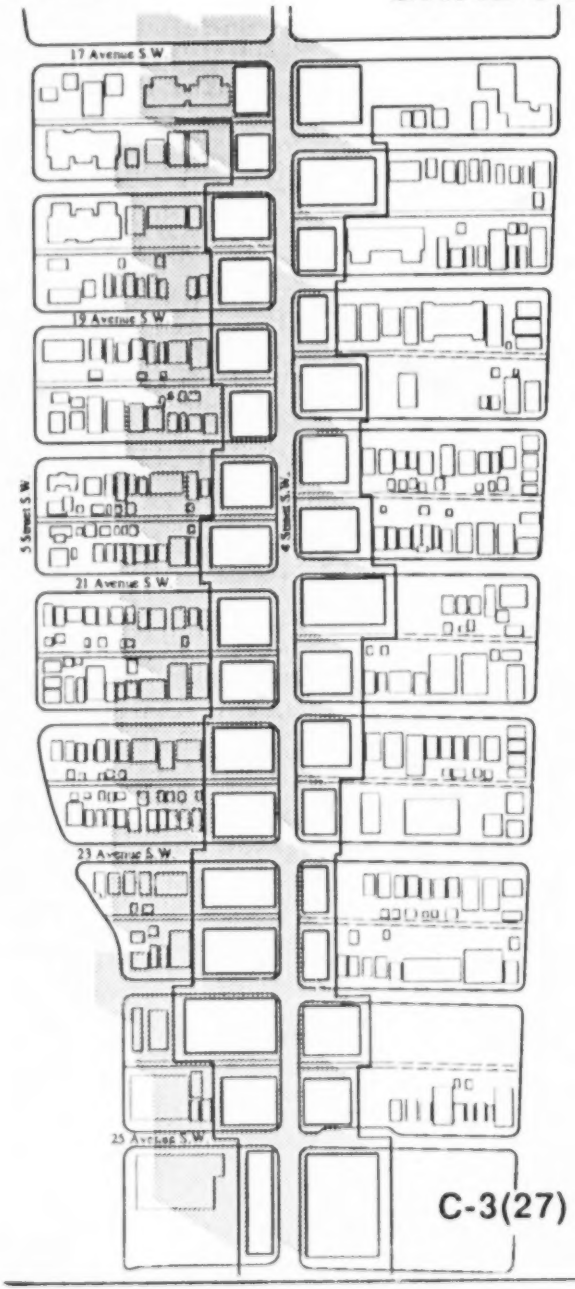


3 p.m.

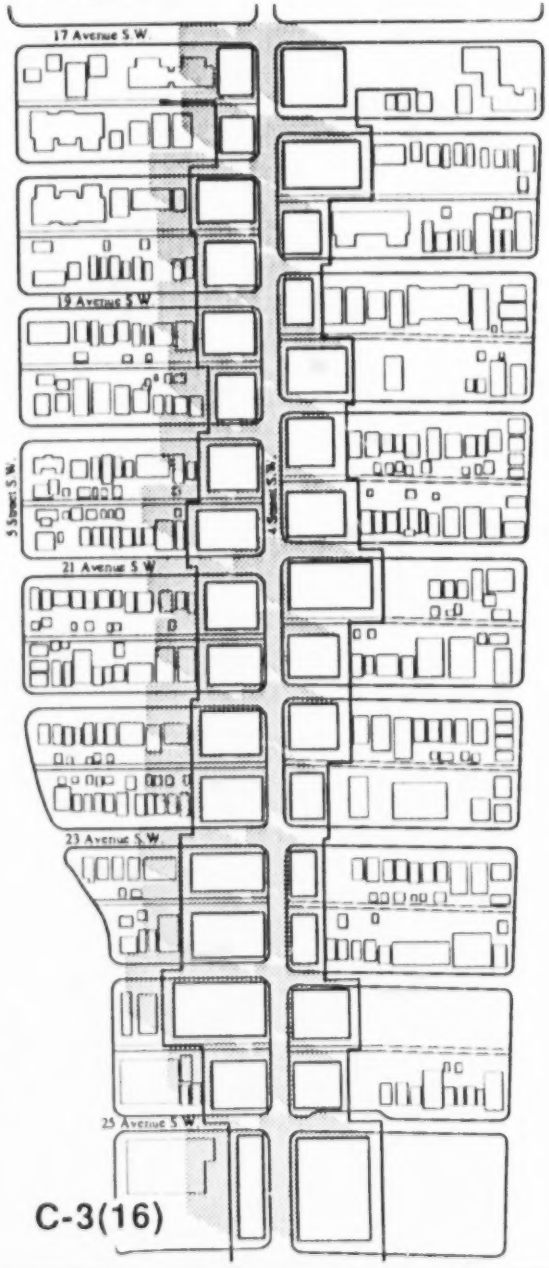
FIGURE 16

SHADOW IMPACT COMPARISON

March 21, 9 a.m.



C-3(27)

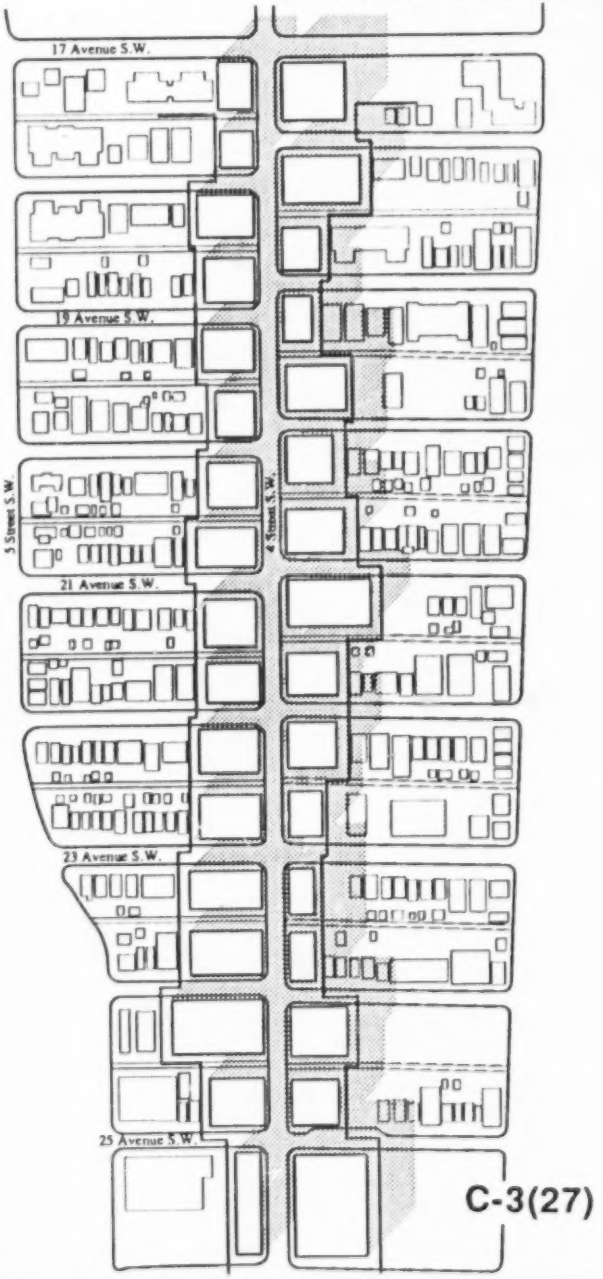


C-3(16)

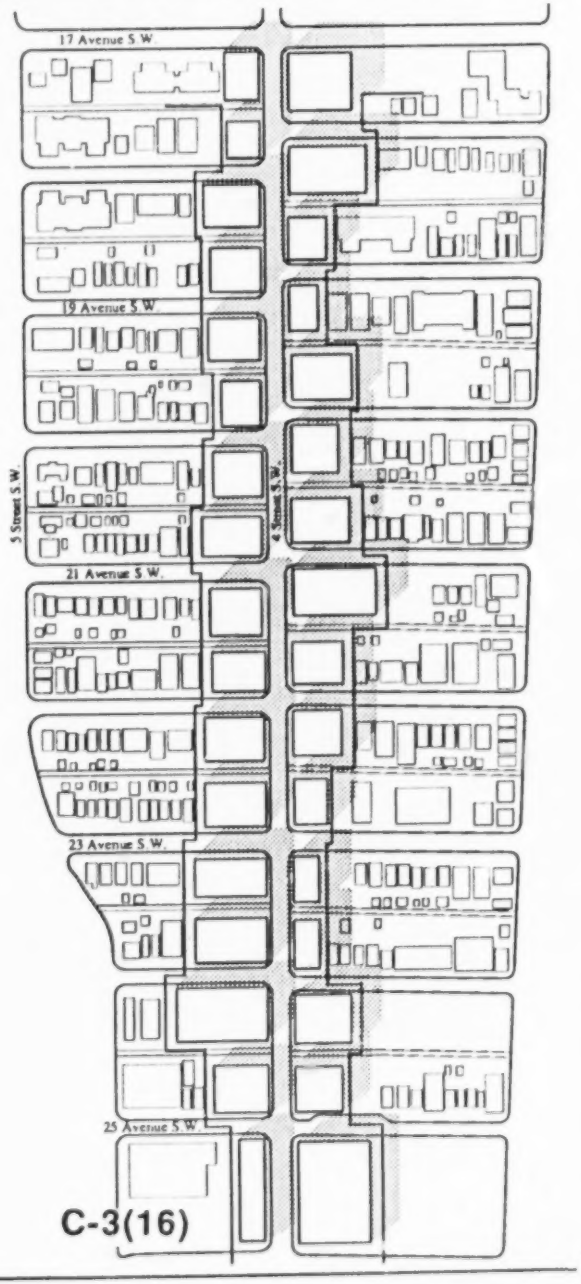
SHADOWS CAST BY EXISTING BUILDINGS

FIGURE 17

March 21, 3 p.m.



C-3(27)



C-3(16)

1.4.6 Community Open Space and Facilities

1.4.6.1 Issue

Concern that existing facilities be enhanced and pedestrian and cyclist connections to existing open space facilities be improved.

1.4.6.2 Background

The policies of the 1984 ARP with respect to open space and recreation facilities are still generally considered to be valid. During the Plan review process, however, a number of concerns requiring further review were identified. These include:

- the need to revitalize existing vegetation and improve street treatment;
- better utilization of existing community facilities;
- improved pedestrian and cyclist connections to existing open space facilities; and
- the need to preserve the escarpment.

At present, Cliff Bungalow is adequately supplied with open space and park facilities by City standards (2.09 ha.± /1000 persons). The "1984 Inner City Open Space Study" indicates that a community like Cliff Bungalow which has less than 5% of its population under 14 years of age would require 0.5 - 0.7 hectares of functional open space per 1,000 population. A portion of the community's open space however, consists of undeveloped natural areas or escarpment lands, located on the western edge of the community. The functional open space calculation for Cliff Bungalow excludes the building footprints of Western Canada High, Louise Dean and Cliff Bungalow Schools, as well as 1.206 hectares of escarpment land.

Both the 1984 ARP and the revised ARP recommend that an adequate level of open space in the community be maintained. In order to accomplish this, the Plan proposes that the Cliff Bungalow School currently owned by the Calgary Board of Education, be purchased for open space, if and when the school is declared surplus to the Board's needs. Currently, the Cliff Bungalow School houses the Cliff Bungalow/Mission Community Association and a private school. The Plan supports the reuse of the school for education and community related activities should the school be considered surplus and recommends that the site be redesignated to PE to reflect its future use as open space. In addition, the passive natural areas and the escarpment lands on the western edge of the community are proposed for retention with limited park development (e.g., trails, sitting areas), where appropriate, to enhance their usage. The provision of a trail/stairs within the escarpment area may be necessary to direct some of the pedestrian traffic away from ecologically sensitive areas.

While the Plan policies call for the upgrading of existing open space and facilities, the community generally feels that the range of facilities provided is appropriate, particularly in view of recent upgrading and enhancement of this space.

In order to encourage safe pedestrian and cyclist movements, the Plan calls for a review of a number of pedestrian/bicycle pathways and corridors, together with the provision of crosswalks and stop lights, where appropriate, to facilitate the crossing of 4 and 5 Streets. It should be noted that Calgary Parks & Recreation is responsible for the development of off-street pedestrian and bicycle pathways, while the Transportation Department is responsible for the provision of the on-street system.

The replacement and enhancement of existing vegetation is encouraged along collector and major roadways under the auspices of the City's Urban Forest Management Policy, while residents are encouraged to enhance and replace existing vegetation on local streets under the City's Planting Incentive Program.

1.4.7 Transportation and Parking

1.4.7.1 Issue

Concern with the speed of traffic (particularly on 5 Street), safety, improved east/west accessibility for pedestrians and cyclists and on-street parking congestion.

1.4.7.2 Background

The community requested the review of a number of transportation and parking related concerns during the Plan review process. Increased commercial activity in recent years, along both 17 Avenue and 4 Street, has contributed to the traffic and parking problems in adjacent residential areas. Community concerns include the following: pedestrian safety; on-street parking congestion throughout the Plan area; excessive speed along 5 Street; the need for improved east/west accessibility through the community; and increased shortcutting of non-local traffic on Cliff Street, Royal Avenue, and 25 Avenue S.W.

Transportation issues, especially those involving speed, safety, and accessibility for pedestrians and cyclists particularly in an east/west direction continue to be of primary concern to the community. Cliff Bungalow is characterized by a significant volume of through commuter traffic, particularly during the rush hour. While 4 and 5 Streets carry the majority of this through traffic, Cliff Street, Royal Avenue, and 25 Avenue are also characterized by relatively high volumes of through traffic. During the Plan review process, the Transportation Department conducted a speed study on 5 Street in an attempt to assess the community's perception that speeds were excessive. The results of that study indicate that the average speed of all vehicles was 46 kph in a 50 kph zone. Eighty-five percent of all vehicles were driving 53 kph or lower compared to an average 85th percentile speed on Calgary streets of 61 kph. The Transportation Department therefore advised that no initiatives are needed at this time to address speeding. However, the Transportation Department is currently preparing a report to Council which will address how to slow down traffic on residential streets on a city-wide basis.

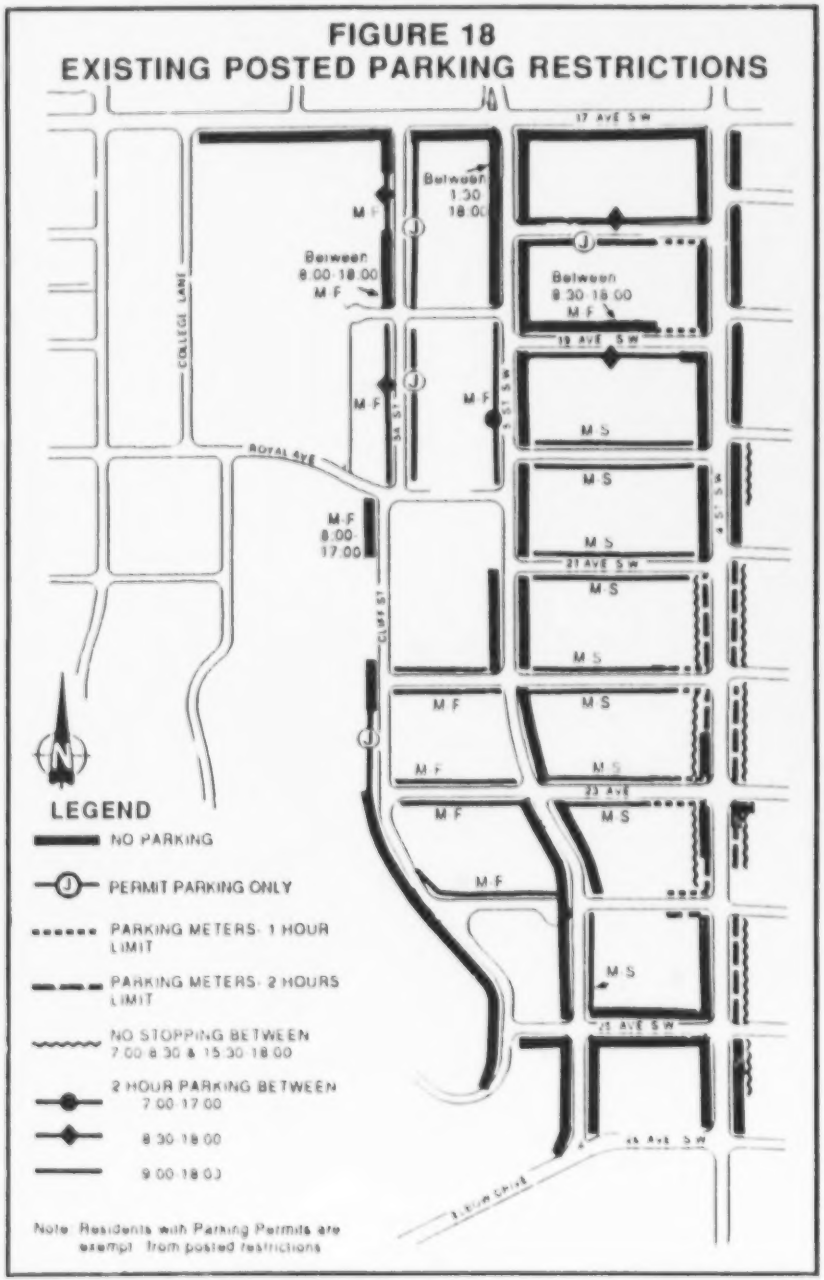
Plan policies call for more and higher visibility crosswalks to improve access across 4 and 5 Streets by evaluating a number of "key" east/west corridors within the community; the installation of sidewalks along Cliff Street where none currently exist; and the upgrading of the sidewalk along the east side of 5 Street. During the preparation of the Plan, a number of traffic measures have been undertaken. These include the conversion of 25 Avenue to two way traffic, the installation of a traffic signal at 5 Street and Elbow Drive, and the construction of sidewalks at the following locations: the east side of Cliff Street between 24 and 25 Avenues; the east side of Cliff Street between 24 Avenue and the lane; and on the west side of Cliff Street between 22 and 23 Avenues. The Plan further recommends that bicycle issues, including the feasibility of providing a commuter bicycle route within the community (e.g., 5 Street) be reviewed in conjunction with the Transportation Department under the auspices of the Cycle Plan.

The community maintains that the solution to a number of transportation issues involves the conversion of 5 and 2 Streets back to two-way traffic and a reassessment of the roadway designations for 2, 4 and 5 Streets. Both 4 and 5 Streets are currently classified as major roadways. The Transportation Department maintains that the issue of 5 Street as a one-way major southbound roadway was the subject of a major review at the time the 1984 ARP was adopted and nothing in the overall transportation network has changed since that time to require a change. Any review of the functional designations of these roadways is best undertaken under the auspices of the Transportation Plan review (GoPlan), as these roads cannot be reviewed in isolation of the larger transportation network in which they function. The Plan recommends however that the Transportation Department, in consultation with the Community Association, undertake a traffic study once the future of these roadways is determined through the results of the GoPlan. Any prior undertaking would be limited in focus and ability to address community concerns.

Both Cliff Bungalow and Mission have major traffic and related parking problems since both communities are impacted by overspill parking problems from commercial development on 17 Avenue and 4 Street and major institutional uses in the area (e.g., Western Canada High School, and the Holy Cross Hospital).

Plan policies therefore, call for the implementation of a comprehensive parking program for both Cliff Bungalow and Mission which includes a residential parking program; the identification and provision of additional metered parking on 4 Street and limited sections along the residential avenues adjacent to commercially designated sites; and a cash-in-lieu of parking policy. While the community wishes to see more metered parking along 4 Street, only limited opportunity exists. In order to provide more metered parking, the community proposes that the existing transit zones be shortened along 4 Street. The Transportation Department advises that this is not feasible from an operations or safety point of view and that the current length of transit zones reflects a nationally accepted standard. The Transportation Department does not view this as an acceptable option but will review other opportunities for additional metered parking along 4 Street, in conjunction with the development of a comprehensive parking program currently being undertaken in consultation with the community.

FIGURE 18
EXISTING POSTED PARKING RESTRICTIONS



1.4.8 Public Improvements

Since the adoption of the Cliff Bungalow ARP in 1984, the public improvement programs proposed for 17 Avenue S.W. and 4 Street have been completed.

1.5 Proposed Redesignations

There are a number of redesignations required to implement the land use policies of the Plan. The proposed land use redesignations are shown on Figure 13. The recommended redesignations are as follows:

1.5.1 Redesignation of 84 lots from RM-5 (Residential Medium Density Multi-Dwelling District) to RM-3 (Residential Medium Density Multi-Dwelling District) to accommodate medium density residential development with an emphasis on providing family oriented housing forms.

1.5.2 Redesignation of 27 lots from C-3(27) (General Commercial District) to C-3(16) (General Commercial District) to reflect a height reduction which would be compatible with adjacent residential development and represent a more appropriate pedestrian scale.

1.5.3 Redesignation of three lots from C-3(27) (General Commercial District) to DC (Direct Control) with C-3(16) guidelines to accommodate existing developments currently in excess of 16 metres in height and still meets the policy intent for 4 Street.

1.5.4 Redesignation of one lot from RM-5 (Residential Medium Density Multi-Dwelling District) to PE (Public Park, School and Recreation District) to reflect its present and future use as open space.

1.5.5 Redesignation of one lot from R-1 (Residential Single-Detached District) to PE (Public Park, School and Recreation District) to reflect its present and future use as open space.

1.6 Financial Implications

The revised ARP confirms a number of the recommendations made in the 1984 ARP and recommends additional improvements/programs for the purpose of improving the physical environment, the quality of life, and overall accessibility within the community. The costs associated with these improvements and programs may be borne in the following ways:

1.6.1 The City's annual budgetary process is a key means by which the priorities of various civic departments are determined for capital improvements that are to be constructed during the fiscal year.

The expenditure for programs such as conducting traffic and parking studies, installing signs for pedestrian/cycle corridors, and restricted parking zones, for example, will be incorporated into the annual operating budget of the responsible civic departments. Programs related to the road improvement and park development, the installation and/or modification of traffic devices are generally included in the annual capital budget of the responsible civic department.

Walking trails (e.g., on the escarpment), pedestrian and cyclist pathway linkages are being proposed in the ARP. As the exact nature and timing of the recommended improvements such as bikeway/pathway development have not been identified at this time, it is recommended that the responsible civic department coordinate with the interested community groups and incorporate the identified municipal improvements into their annual budget review for consideration by City Council as warranted.

1.6.2 The cost of lane improvements (e.g., paving) is generally paid by adjacent property owners through petitions under Local Improvement By-laws.

1.6.3 The cost of sidewalk replacement is generally shared between adjacent owners and the City through petitions under the Local Improvements By-laws.

1.6.4 The feasibility of using government sponsored programs for capital improvements should be explored. In particular, programs targeted to encourage community groups to build, maintain, and operate community facilities should be encouraged. Such programs may include the Provincial Government's Community Recreation/Cultural Grant and the City's Adopt-a-Park, Adopt-a-Tree, and Planting Incentive Programs.